

**Existing Conditions Report  
for Historic Preservation Element  
General Plan, City of Long Beach, CA**



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# Table of Contents

|                                                                                        |           |
|----------------------------------------------------------------------------------------|-----------|
| <b>I. INTRODUCTION &amp; PURPOSE.....</b>                                              | <b>1</b>  |
| <b>II. LONG BEACH’S PRESERVATION EFFORTS TO DATE.....</b>                              | <b>3</b>  |
| 1. CERTIFIED LOCAL GOVERNMENT .....                                                    | 4         |
| 2. CULTURAL HERITAGE ORDINANCE.....                                                    | 6         |
| 3. DESIGNATION OF HISTORIC LANDMARKS AND HISTORIC DISTRICTS .....                      | 7         |
| 4. MILLS ACT .....                                                                     | 13        |
| 5. SURVEY OF ARCHITECTURAL RESOURCES .....                                             | 16        |
| 6. HISTORIC PRESERVATION OFFICER.....                                                  | 17        |
| 7. CULTURAL HERITAGE COMMISSION PROCEDURES AND QUALIFICATIONS.....                     | 18        |
| <b>III. PRESERVATION POLICIES IN THE CURRENT GENERAL PLAN.....</b>                     | <b>22</b> |
| LAND USE ELEMENT .....                                                                 | 23        |
| HOUSING ELEMENT .....                                                                  | 25        |
| SEISMIC SAFETY ELEMENT.....                                                            | 28        |
| TRANSPORTATION AND SCENIC ROUTES ELEMENTS .....                                        | 28        |
| <b>IV. HISTORIC PRESERVATION IN THE CURRENT MUNICIPAL CODE.....</b>                    | <b>30</b> |
| CULTURAL HERITAGE COMMISSION ORDINANCE AND HISTORICAL LANDMARKS ORDINANCE .....        | 30        |
| BUILDINGS AND CONSTRUCTION (MUNICIPAL CODE TITLE 18) .....                             | 30        |
| ADMINISTRATIVE CITATIONS AND PENALTIES (MUNICIPAL CODE TITLE 9).....                   | 31        |
| ZONING CODE (MUNICIPAL CODE TITLE 21).....                                             | 32        |
| SUMMARY .....                                                                          | 34        |
| <b>V. PLANNING PROCESS FOR THE LONG BEACH HISTORIC PRESERVATION ELEMENT</b>            | <b>35</b> |
| <b>VI. HISTORIC DEVELOPMENT OF LONG BEACH .....</b>                                    | <b>39</b> |
| PREHISTORY AND WESTERN SETTLEMENT .....                                                | 39        |
| LONG BEACH EARLY SETTLEMENT AND INCORPORATION, 1881–1901 .....                         | 43        |
| EARLY 20TH-CENTURY DEVELOPMENT AND EXPANSION, 1900–1920.....                           | 46        |
| CITY DEVELOPMENT AND GROWTH, 1921–1945.....                                            | 48        |
| POSTWAR AND MODERN DEVELOPMENT.....                                                    | 52        |
| LATE TWENTIETH CENTURY DEVELOPMENT (1960 – 2008).....                                  | 54        |
| <b>VII. LEGAL BASIS FOR PRESERVATION.....</b>                                          | <b>56</b> |
| FEDERAL REGULATIONS .....                                                              | 56        |
| STATE CODES AND REGULATIONS .....                                                      | 57        |
| <b>VIII. RESOURCE DESIGNATIONS.....</b>                                                | <b>59</b> |
| <b>IX. INCENTIVES FOR HISTORIC PRESERVATION.....</b>                                   | <b>62</b> |
| FEDERAL PROGRAMS.....                                                                  | 62        |
| STATE PROGRAMS .....                                                                   | 64        |
| LOCAL PROGRAMS .....                                                                   | 67        |
| <b>BIBLIOGRAPHY .....</b>                                                              | <b>69</b> |
| <b>APPENDIX A: DESIGNATED CITY LANDMARKS .....</b>                                     | <b>72</b> |
| <b>APPENDIX B: PROPERTIES LISTED IN THE NATIONAL REGISTER OF HISTORIC PLACES .....</b> | <b>77</b> |

## I. INTRODUCTION & PURPOSE

The City of Long Beach is approximately fifty square miles in size and the population is estimated at 470,000 residents. Founded in 1881 as Willmore City, the area was given the “Long Beach” name in 1884. First incorporated as a city in 1888 and again in 1897, Long Beach maintains a strong identity with its past through the built environment. The City’s early development is closely linked with ranching, agriculture, and the shipping activities associated with Long Beach harbor. Many Long Beach neighborhoods developed in the early twentieth century and the city retains numerous structures from this period.

This report is intended to serve as technical support for the development of the City’s new Historic Preservation Element. The commitment of the City of Long Beach and the results of the research conducted for this report support the creation of a Historic Preservation Element to provide clear goals, policies, and implementation strategies for a Citywide historic preservation program. The Historic Preservation Element will become a part of the Long Beach 2030 General Plan and as such its goals and policies will be aligned with relevant goals and policies throughout the plan including land use, mobility and connectivity, urban design, and neighborhood preservation in a sustainable-city framework.

This report addresses the current state of the City of Long Beach’s historic preservation program, including:

- A description of the City’s preservation efforts
- Policies related to historic preservation in the related General Plan Elements, and existing Zoning, Building, and Municipal Codes
- The legal basis for historic preservation programs and procedures
- Historic preservation designation provisions and financial incentives
- An overview of the City’s historic development to provide the context for historic preservation

Long Beach was one of the first California cities to establish a staff position of Historic Preservation Officer, and has the basic components of a sound preservation program in place. With the addition of a Historic Preservation Element the City will enhance the existing policies and provide the community with a clear direction for future historic preservation efforts. The adoption of a Historic Preservation Element will benefit both City staff and the community by:

- Fusing the preservation and protection of historic resources into long-term land-use, economic, and social planning.
- Directing and managing the programs and policies related to the preservation of the City’s historic and archaeological resources by

establishing a framework and foundation for the City's preservation program.

- Establishing a long-range vision for the protection of the historic resources and providing implementation strategies to achieve that vision.
- Providing guidance in developing and implementing activities that ensure that the identification, designation and protection of cultural resources are part of the City's planning, development and permitting processes.
- Defining the City's role in encouraging private sector activities that support historic preservation goals.
- Meeting one of the requirements of the Certified Local Government (CLG) program that will allow the City to take advantage of certain grant funding opportunities available only to CLG communities that have a historic preservation plan or element in place.

## II. LONG BEACH'S PRESERVATION EFFORTS TO DATE

In November 2003, the Los Angeles Conservancy, a nonprofit organization dedicated to the recognition, preservation, and revitalization of historic resources in greater Los Angeles County, evaluated the preservation efforts of the eighty-eight (88) municipalities within Los Angeles County. The Conservancy report created a ranking system to formulate "grades" based on whether or not cities had enacted identification or protection programs for historic resources. The report was updated in 2008, and the 88 Cities were re-surveyed. Only seven were assigned a grade of "A" including, Pasadena, South Pasadena, Santa Monica, West Hollywood, Whittier, Los Angeles, and Long Beach.

Cities that received a grade of "A" met the following criteria:

- Were a Certified Local Government (CLG);
- Had a Preservation Ordinance that allowed for the designation of individual structures and districts;
- Allowed property owners to participate in the Mills Act program;
- Had a Historic Preservation Commission; and
- Had surveyed their architectural resources.

Additional criteria for top-ranked preservation programs include:

- The ability to designate landmarks without owner consent
- Mechanisms in place to protect historic resources against unnecessary demolition or inappropriate alterations;
- A trained staff to handle preservation issues and administer programs; and,
- A comprehensive historic resources inventory with a plan for continuing updates.

Based on these criteria, Long Beach has many aspects of what the Conservancy regards as an "ideal City," and is the only "A" city with a Historic Preservation Officer position. The 2008 assessment of Long Beach states:

"The City of Long Beach is currently reevaluating many of its historic preservation programs, which have been in place for a number of years. The city's historic preservation ordinance is undergoing a revision that will

strengthen protections for the city's historic resources. The current version of the ordinance delays the demolition of a designated landmark for up to one year, but cannot prevent demolition outright. Long Beach currently has 130 designated landmarks, seventeen historic districts, and a dedicated Cultural Heritage Commission that meets regularly. The city has a Mills Act program and currently holds forty-two contracts. Incentives offered to owners of designated properties include relief from certain zoning and parking requirements, and use of the California State Historic Building Code. Long Beach has been a Certified Local Government since 1992. The city's General Plan is undergoing a comprehensive update that will include a new Historic Preservation Element. The first phase of Long Beach's first citywide survey is underway."<sup>1</sup>

While the City's existing policies indicate that a sound preservation program is in place, in practice there are several areas that could be improved. Goals and strategies for addressing these areas will be considered when drafting the Historic Preservation Element.

### **Components of a Sound Preservation Program**

The Los Angeles Conservancy's evaluation system defines the components of a good preservation program. These criteria are used in this report as a framework to prepare a more detailed analysis of the current Long Beach preservation program:

1. Does the city participate in the Certified Local Government Program?
2. Is an ordinance in place that allows the designation of historic landmarks?
3. How many monuments are designated? Does the city have an ordinance that allows designation of historic districts?
4. Has the city implemented a Mills Act program?
5. Does the city have a survey of historic architectural resources?
6. Is there a historic preservation officer in the city?
7. Has a historic preservation commission been established?

### **1. Certified Local Government**

The 1980 amendments to the National Historic Preservation Act of 1966 provided for the establishment of a Certified Local Government program (CLG). The CLG

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<sup>1</sup> Los Angeles Conservancy. *2008 Los Angeles County Preservation Report Card*. (13) Available online: [http://www.laconservancy.org/issues/LAC\\_ReportCard08\\_corrected.pdf](http://www.laconservancy.org/issues/LAC_ReportCard08_corrected.pdf).

program is a national program designed to promote the direct participation of a local government in the preservation of historic properties located within its jurisdiction. The CLG program further encourages the preservation of cultural resources by establishing a relationship between the local government, the State of California, and the National Park Service. In order to be a CLG, cities must comply with the following five criteria:

- Adopt an historic preservation ordinance.
- Establish a qualified preservation commission.
- Provide for adequate public participation in the local historic preservation program.
- Conduct and maintain a comprehensive historic and architectural survey.
- Complete other responsibilities assigned by the state.

The City of Long Beach became a Certified Local Government (CLG) in 1992, and continues to participate in the CLG program.

Certified Local Governments directly participate in the nomination of historic properties to the National Register of Historic Places and perform other preservation functions delegated by the SHPO under the National Historic Preservation Act. These may include the responsibility to review and comment on development projects for compliance with federal and state environmental regulations, including such activities as Section 106 reviews, review of National Register nominations, and review of rehabilitation plans for projects seeking the Federal Rehabilitation Tax Credit.

Local governments that participate in the CLG program are also eligible to apply to the SHPO for annual funding. Each state is required to allocate ten percent of their annual Federal appropriation to CLG activities. Types of activities that can be funded through a CLG grant include: architectural, historical, archeological surveys; nominations to the National Register of Historic Places; staff work for historic preservation commissions; design guidelines and preservation plans; public outreach materials such as publications, videos, exhibits, and brochures; training for commission members and staff; and rehabilitation or restoration of National Register listed properties.

In order to become a Certified Local Government, the chief elected official of the local government must submit an application to the SHPO requesting certification. After reviewing the application, the SHPO forwards the application to the National Park Service for final certification. Upon the NPS approval, a certification agreement is prepared and signed by both the SHPO and the local government. At that time, the local government is considered certified.

## **2. Cultural Heritage Ordinance**

Historic preservation or cultural heritage ordinances are the primary tool used to protect historic resources in a community. Every local government has the authority to adopt a historic preservation/cultural heritage ordinance to provide regulations regarding historic and cultural resources. Ordinances are structured to address the particular needs and resources within a community. Every city should adopt an ordinance that is individually suited to meet the unique needs of the local community; however, typically ordinances include the following:

- A provision for the establishment of a local historic commission and the powers and responsibilities assigned to that commission.
- A provision for the establishment of a local landmarks list.
- An explanation of the criteria that can be used to designate resources and the process of designation.
- A definition of what types of alteration require design review and the process design review entails (including an appeal process).
- A provision for economic hardship in the case that designation or denial of a building permit would cause extreme economic hardship.
- A requirement that property owners maintain designated resources and guidelines for appropriate treatments.
- A provision including incentives for properties designated as historic resources.

Ordinances are designed to meet the needs of a community and may not include all of the items listed above. Through the process of creating the Historic Preservation Element, the programs that are appropriate to identify and protect the historic resources in Long Beach will be determined.

The City's current Cultural Heritage Ordinance is fairly comprehensive. It was adopted in 1992 and is incorporated as Chapter 2.63 (Cultural Heritage) of the Long Beach Municipal Code. Amendments to this Chapter occurred in 1998, 2001, 2002, and most recently in February, 2009. Updates to the ordinance completed in 2009 include reducing the number of Cultural Heritage Commissioners, amending the procedures for administering Certificates of Appropriateness for alterations to landmark buildings or structures located within historic districts, and acknowledging the creation of the Development Services Department (which combined the Department of Planning and Building and the Redevelopment Bureau).

In general, the Cultural Heritage Ordinance provides for the establishment of a Cultural Heritage Commission, sets the number of commissioners required, and establishes their qualifications and duties. It also establishes procedures for the designation of landmarks and landmark districts, and reviewing proposed work



on designated landmarks or properties within landmark districts (Certificate of Appropriateness). Further, the ordinance establishes penalties for violations of these provisions.

### **3. Designation of Historic Landmarks and Historic Districts**

The City of Long Beach has had an active program to recognize buildings and neighborhoods that have special architectural or historical value since 1988. Section 2.63.060 of the City of Long Beach Municipal Code established the procedures for the designation of individual landmarks and landmark districts, and designated historic landmarks are listed in Title 16 Chapter 9.65 of the Municipal Code. Buildings may be eligible for landmark status if they have historic and/or architectural significance and have substantially retained their original exterior form and materials. Buildings that are high quality examples of past architectural styles or that have historical associations or unusual architectural characteristics may also meet the criteria for landmark designation.

Historic districts are contiguous groups of properties that retain integrity of their exterior features, and have a special character, or special historical, cultural, architectural, community, or aesthetic value. While each building may not be individually qualify for landmark status, collectively they tell a specific story and preserve the historic character of the neighborhood. Streetscape features, such as trees or light standards, may contribute to the historic character of the district. In Long Beach, neighborhoods may qualify for historic district status if at least two-thirds of the properties within the boundaries of the district are contributing structures.

#### **Designation Process**

The process for considering the designation of a landmark or landmark district can be initiated by the Cultural Heritage Commission, the property owner, or by an interested group or individual. If the nomination involves a public building, it is first submitted to the City Manager for review. The Commission will not act on nominations for a period of thirty (30) days or until they have received the City Manager's comments and recommendations.

As part of its review process, the Cultural Heritage Commission shall make findings of significance based upon the following criteria:

- A. It possesses a significant character, interest or value attributable to the development, heritage or cultural characteristics of the City, the Southern California region, the state or the nation; or
- B. It is the site of an historic event with a significant place in history; or

- C. It is associated with the life of a person or persons significant to the community, city, region or nation; or
- D. It portrays the environment in an era of history characterized by a distinctive architectural style; or
- E. It embodies those distinguishing characteristics of an architectural type or engineering specimen; or
- F. It is the work of a person or persons whose work has significantly influenced the development of the City or the Southern California region; or
- G. It contains elements of design, detail, materials, or craftsmanship which represent a significant innovation; or
- H. It is a part of or related to a distinctive area and should be developed or preserved according to a specific historical, cultural or architectural motif; or
- I. It represents an established and familiar visual feature of a neighborhood or community due to its unique location or specific distinguishing characteristic; or
- J. It is, or has been, a valuable information source important to the prehistory or history of the city, the Southern California region or the state; or
- K. It is one of the few remaining examples in the city, region, state or nation possessing distinguishing characteristics of an architectural or historical type.

Landmark nominations are reviewed by the Cultural Heritage Commission at a public hearing. If the Cultural Heritage Commission recommends approval, the Director of Development Services analyzes the impact of the proposed designation in relation to the General Plan, its effect on the surrounding neighborhood, and any other planning considerations which may be relevant to the proposed designation. The Director of Development Services has thirty (30) days to report back to the Cultural Heritage Commission. If no report is received, the Commission may conclude the Director of Development Services has no objections to the designation and proceed with its consideration. If a report is received, the recommendations of the Director are incorporated in the Cultural Heritage Commission's report to the Planning Commission, along with its recommended guidelines and standards to be applied to the subject property.

Once the Cultural Heritage Commission has approved a nomination for designation, no permits for the alteration, demolition or removal of improvements

on the property nominated for landmark status as may be issued for a period of one hundred eighty (180) days following the date of approval.

Upon receipt of the Cultural Heritage Commission report, the Planning Commission schedules a public hearing to discuss the proposed designation. Notice of the proposed designation is sent to all property owners within the boundaries of the area proposed for designation, and within the distance specified in Section 21.21.302.B.4 of the Municipal Code.

The Planning Commission has thirty (30) days after the close of the public hearing to make its recommendations and to transmit them with specific findings of fact to the City Council. The City Council then considers the matter and, if it approves the landmark or landmark district designation, adopts an ordinance to that effect.

As of 2008, there were 130 designated historic landmarks and seventeen (17) historic districts in the city. The designated landmarks are located throughout the City, as indicated in Figure 1. A complete list of the City's designated landmarks is included in Appendix A; properties listed in the National Register of Historic Places are indicated in Appendix B. See Figure 2 for a map indicating the location and boundaries of each of the seventeen historic districts; Table 1 illustrates the size of each district. It is noteworthy that the nomination for district status was initiated in each case by residents of those areas.

### **Design Guidelines for Historic Properties**

The City has developed guidelines for designated buildings in order to guide rehabilitations and additions, and to ensure that original features are retained and new construction is compatible with the existing building. The local guidelines are based on the federal Secretary of the Interior's Standards for the Treatment of Historic Properties, and are administered by the Cultural Heritage Commission.

There are also guidelines in place for each of the historic districts, which are specifically designed to protect the historic character and features of each district. Proposed alterations to the exteriors of contributing structures to historic districts, such as replacement windows, roof materials, or exterior cladding, must receive a Certificate of Appropriateness from the Planning Bureau to ensure that the modifications are consistent with the regulations and/or guidelines adopted for the district. For substantial changes, such as adding square footage or significant exterior alterations, approval from the Cultural Heritage Commission is required. These procedures are outlined in the City's Cultural Heritage Ordinance.

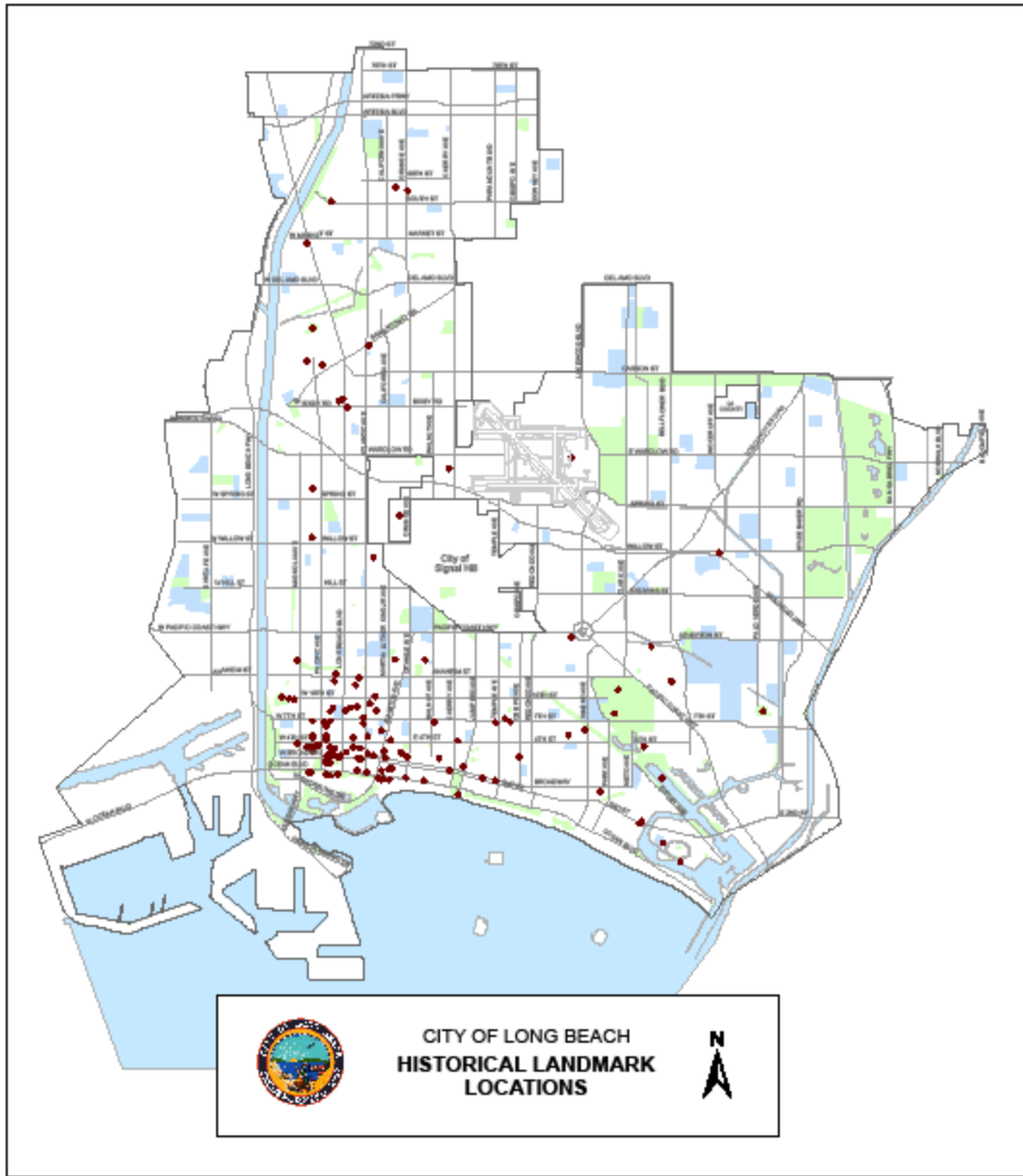


Figure 1: Map of Long Beach Designated Historic Landmarks

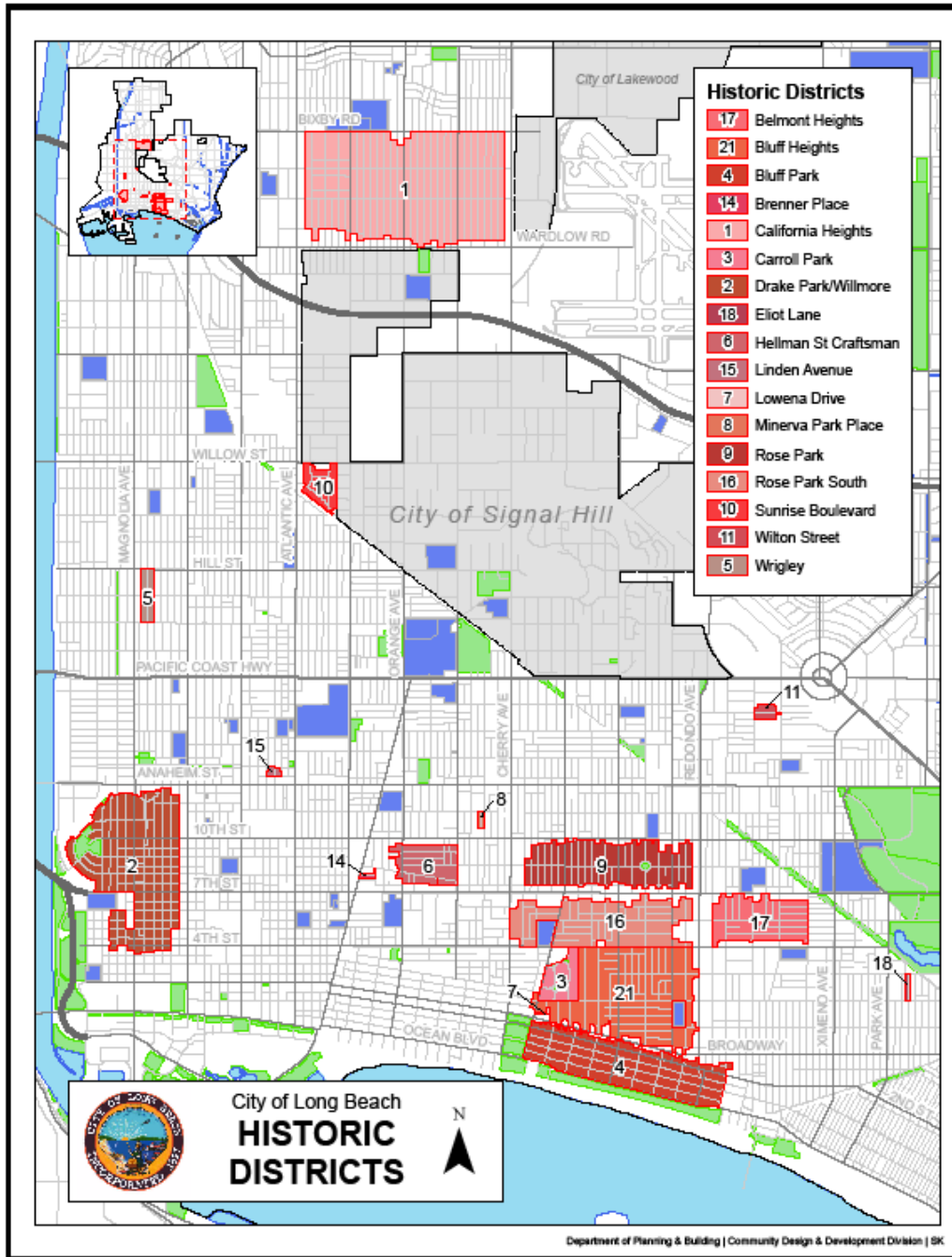


Figure 2: Map of Long Beach Designated Historic Districts

| <b>Historic District (map #)</b> | <b>Year Designated</b>          | <b>Size (acres)</b> |
|----------------------------------|---------------------------------|---------------------|
| California Heights (1)           | 1990 (boundaries expanded 2000) | 293.91              |
| Drake Park/Willmore City (2)     | 1998                            | 174.08              |
| Carroll Park (3)                 | 1990                            | 20.77               |
| Bluff Park (4)                   | 1990                            | 118.42              |
| Wrigley (5)                      | 1989                            | 10.09               |
| Hellman St. Craftsman (6)        | 1992                            | 32.23               |
| Lowena Drive (7)                 | 1992                            | .9                  |
| Minerva Park Place (8)           | 1989                            | 1.5                 |
| Rose Park (9)                    | 1997                            | 99.53               |
| Sunrise Boulevard (10)           | 1990                            | 17.17               |
| Wilton Street (11)               | 1995                            | 4.11                |
| Brenner Place (14)               | 1994                            | 1.07                |
| Linden Avenue (15)               | 1994                            | 1.8                 |
| Rose Park South (16)             | 2001                            | 100.92              |
| Belmont Heights (17)             | 2002                            | 55.69               |
| Eliot Lane (18)                  | 2003                            | 2.19                |
| Bluff Heights (21)               | 2004                            | 155.12              |

Table 1: Long Beach Designated Historic Districts

#### **4. Mills Act**

The Mills Act (GC Section 50280 et seq.; RTC 439 et seq.), is the single most important economic incentive program in California for the restoration and preservation of qualified historic buildings by private property owners. Enacted in 1972, the legislation grants participating local governments (cities and counties) the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their properties, in exchange for property tax relief.

Mills Act contracts are between the property owner and the local government granting the tax abatement. Each jurisdiction determines its own criteria and requirements for participation. The State Office of Historic Preservation (OHP) can provide technical assistance and guidance to local governments and property owners. In addition, OHP maintains a list of communities participating in the Mills Act program and copies of Mills Act ordinances, resolutions, and contracts that have been adopted. OHP does not participate in the contract negotiations and is not a signatory to the contract.

To be a qualified historic property, the property must be listed on any federal, state, county, or city historic register, including the National Register of Historic Places, California Register of Historical Resources, California Historical Landmarks, State Points of Historical Interest, and locally designated landmarks. A property may also qualify if it is a contributing property to a designated historic district. The property must be privately owned and subject to property tax.

The program allows for a reduction in the property taxes for owners of qualified residential and commercial buildings. In return, the owner agrees to rehabilitate and/or maintain the historical and architectural character of the structure according to the Secretary of the Interior Standards for the Treatment of Historic Properties. The agreement, generally known as a Historical Property Contract, is executed for a minimum ten-year term and is automatically renewed each year. Periodic inspections by city or county officials ensure proper maintenance of the property. Local authorities may impose penalties for breach of contract or failure to protect the historic property. The contract is binding to all owners during the contract period.

Participation of the property owner is voluntary. In areas where land value represents a large portion of the market value, such as high density commercial and residential districts, the Mills Act method of valuation adjusts the property tax to reflect the actual use of the site. This results in a property tax reduction. In the event the property is sold, the Mills Act contract continues and the reduced property tax is passed on to a new owner. The Mills Act program is especially beneficial for recent buyers of historic properties and for current owners of historic buildings who have made major improvements to their properties.

Participants may realize property tax savings between 40% and 60% each year for newly improved or recently purchased historic properties, because valuations of Mills Act properties are determined by the Income Approach to Value rather than by the standard Market Approach to Value. The Income Approach, divided by a capitalization rate, determines the assessed value of the property. In general, the income of an owner-occupied property is based on comparable rents for similar properties in the area, while the income amount on a commercial property is based on actual rent received. Because rental values are different in each area, actual property savings vary based on geographic location. Mills Act properties may realize slight increases in property taxes each year, as County Assessors are required to assess all properties annually.

The Mills Act allows local governments to design preservation programs to accommodate specific community needs and priorities for rehabilitating entire neighborhoods, encouraging seismic safety programs, contributing to affordable housing, promoting heritage tourism, or fostering pride of ownership. Local governments have adopted the Mills Act because they recognize the economic benefits of conserving and reinvesting in historic resources, as well as the important role historic preservation can play in revitalizing neighborhoods, creating cultural tourism, building civic pride, and retaining a sense of place and continuity with the community's past.

### **Breach of Contract**

The local agency may cancel the contract if the owner has violated any terms of the agreement, including failing to restore or rehabilitate the property as specified in the contract, or if the owner has allowed the property to deteriorate so that it no longer meets the standards for a qualified historic property. To enforce the contract the local agency can bring legal action or cancel the contract for breach of terms. Breach of contract carries a penalty of 12.5% of the property value.

### **Long Beach's Mills Act Program**

The City of Long Beach adopted a Mills Act Program in 1993. The Cultural Heritage Commission established the following criteria for a property to qualify for a Mills Act Contract:

1. The property shall be individually designated as a City of Long Beach Historic Landmark or on the National Register of Historic Places. Properties in historic districts may be eligible if they have a high level of individual significance that potentially meets the criteria for individual designation.
2. There is a demonstrated public benefit to the preservation and maintenance of the property.



3. There is a demonstrated commitment by the property owner to preserve the landmark and maintain it for the future to a high level of historic integrity.
4. There is a demonstrated understanding, and commitment (by owner) to the Secretary of the Interior's Standards for Rehabilitation of Historic Buildings.
5. The financial incentive will enable an owner to preserve and restore a property which might otherwise not be preserved or well maintained.

The City's first Mills Act contract was granted in 1993 for the property at 260-274 Lowena Drive, in the Lowena Historic District. The chart below shows the number of contracts per year since enactment.

| Year         | Number of Mills Act Contracts |
|--------------|-------------------------------|
| 1993         | 1                             |
| 1995         | 3                             |
| 1997         | 3                             |
| 1998         | 2                             |
| 1999         | 2                             |
| 2000         | 3                             |
| 2001         | 4                             |
| 2002         | 3                             |
| 2003         | 20                            |
| 2004         | 63                            |
| 2005         | 23                            |
| 2006         | 1                             |
| <b>Total</b> | <b>128</b>                    |

Table 2: Mills Act Contracts per Year

The City has not been able to establish a satisfactory process for the required annual inspection of properties that currently have Mills Act contracts, nor has it been able to monitor the status of applications with the Los Angeles County tax assessor. Therefore, in 2006 the City Council voted to suspend the Mills Act program in order to institute a process which meets the needs of both the City and the public. Addressing this issue will be considered when drafting the new Historic Preservation Element.

## **5. Survey of Architectural Resources**

A comprehensive survey of architectural resources which highlights the significant structures and sites within an area is a useful preservation and planning tool. The survey process helps to identify potential historic landmarks and historic districts that may be eligible for designation. Surveys typically include a historic context statement that can be a powerful educational tool for city officials and residents regarding the built environment. A historic context statement defines broad patterns of historical development in a community and connects those patterns to physical historic resources. Contexts are focused on the specific history of the community, but also relate to broader themes and patterns in surrounding regions. The establishment of a historic context is crucial to the organization of a survey and the identification of resources.

Survey efforts have been ongoing in the City of Long Beach since 1978. Significant surveys are listed in Table 3, below:

|      |                                                                                                                             |
|------|-----------------------------------------------------------------------------------------------------------------------------|
| 1978 | Los Angeles-Long Beach Harbor Areas Cultural Resources Survey                                                               |
| 1979 | Drake Park Historic Resources Survey                                                                                        |
| 1980 | Phase I Inventory of Downtown and Bluff Park                                                                                |
| 1980 | Wrigley District Survey                                                                                                     |
| 1981 | Bixby Knolls Survey                                                                                                         |
| 1981 | California Heights Survey                                                                                                   |
| 1981 | Carroll Park Survey                                                                                                         |
| 1981 | Los Cerritos Survey                                                                                                         |
| 1988 | Expanded Downtown Long Beach Historic Survey                                                                                |
| 1993 | Savannah and Cabrillo Family Housing, Long Beach Naval Station, Historic and Architectural Inventory and Eligibility Survey |
| 1994 | Greater Downtown Long Beach Survey III                                                                                      |
| 2001 | Rose Park South Historic District Survey                                                                                    |
| 2006 | Downtown Survey (300 and 600 blocks of Pine and Pacific Avenues)                                                            |
| 2006 | North Long Beach Historical Resources Survey (Long Beach Boulevard)                                                         |
| 2006 | Historic Resources Assessment Report: 4550 Atlantic Avenue, Bixby Knolls Area                                               |
| 2007 | Downtown Survey (300 block of East Third Street)                                                                            |
| 2009 | Downtown Community Plan Area (ongoing at the time of this report)                                                           |

Table 3: City of Long Beach Historic Resources Surveys

Multiple surveys are necessary as part of the planning process of a city. For example, creation of redevelopment areas, projects funded with state grants, use of federal funds for transportation projects, environmental review, and neighborhood-initiated designation are a few examples in which surveys are important factors. In 2007, with funding from the Long Beach Navy Heritage Trust, the City began the first comprehensive historic context report of the City's history, which is intended to be part of a multiyear plan to undertake a citywide

historic resources survey. Currently a Downtown Long Beach cultural and historic resources survey is underway as part of this effort.

## **6. Historic Preservation Officer**

In 1989 the City of Long Beach was the first city in Los Angeles County to appoint a Historic Preservation Officer to its planning staff. Although the City had created a Cultural Heritage Committee in 1978 and upgraded it to a Cultural Heritage Commission in 1988, several high profile historic buildings were demolished during the 1980s, including the Jergin's Trust Building in 1985 and the Pacific Coast Club in 1988, in spite of their designations as historic landmarks. As a result of a public outcry following the loss of these buildings, the City's first Historic Preservation Officer position was created to better protect historic resources throughout the City.

Serving from 1989 through 2003, Ruthann Lehrer, the City's first Historic Preservation Officer, did a tremendous amount of work expanding the list of City-designated historic landmarks, establishing Mills Act contracts with property owners, and facilitating the survey and creation of most of the historic districts which exist in the City today. Subsequent officers have likewise contributed to the program, overseeing the designation of additional historic buildings, sites and districts, establishing more Mills Act contracts, and continuing to guide and monitor changes to historic buildings and sites through the Certificate of Appropriateness procedures.

Currently the Historic Preservation Officer position is vacant, although the City hopes to fill it again. In the interim, the City's Current Planning Division has undertaken the more routine duties of that position and is also acting as support staff for the Cultural Heritage Commission. Planners have been trained to review small projects to determine compliance with the Secretary of the Interior's Standards for the Treatment of Historic Properties and to prepare environmental analysis in compliance with the California Environmental Quality Act (CEQA) and the National Environmental Policy Act (NEPA). In the absence of a Historic Preservation Officer, on-call historic resources professionals will review more complex projects.

The City's Historic Preservation Program will continue to operate without the Historic Preservation Officer for now, however it is recognized that in order to perform the more time-consuming and complex tasks of facilitating the expansion of historic surveys, districts and designations; reviewing more complex alterations to historic buildings and sites; reinstating the City's suspended Mills Act program; and acting as the City's highest profile ambassador for the preservation of historic resources, another Historic Preservation Officer should be sought.

## **7. Cultural Heritage Commission Procedures and Qualifications**

Cultural Heritage (or Historic Preservation) Commissioners serve as advocates of historic preservation in their communities, and can provide valuable expertise in technical preservation techniques. The Cultural Heritage Commission may also serve a regulatory role through a formal design review process, reviewing permits for demolition or alteration of historic landmarks and ensuring that appropriate treatments are used. Commission members are typically selected based on their expertise in preservation, architecture, planning, or other related disciplines.

To be a Certified Local Government, a local jurisdiction must have a Cultural Heritage Commission that is qualified to carry out the duties associated with state and local legislation for the designation and protection of historic properties, including participation in the environmental review of federally funded projects in accordance with Section 106 of the National Historic Preservation Act, and local projects under the California Environmental Quality Act (CEQA).

CLG provisions state that the commission be composed of a minimum of five (5) members. It also encourages that at least two (2) of the members be professionals in the disciplines of history, architecture, architectural history, planning, pre-historic and historic archeology, folklore, cultural anthropology, conservation, landscape architecture, or other related disciplines, such as urban planning, American studies, American civilization and cultural geography, to the extent that such professionals are available in the community. The CLG requirements also allow for commission members to include non-professionals who have a special interest, competence, experience, or knowledge of historic preservation.

The CLG requirements state that the commission meets at least four (4) times a year at a public venue. The public must be notified in advance of each meeting, and the meetings must be conducted in accordance with the Brown Act (G.C. Section 54950). Each commissioner is required to attend at least one informational or educational meeting, seminar, workshop, or conference on historic resources. An annual report of the commission's activities must be submitted to OHP at the end of the calendar year.

The City of Long Beach created a Cultural Heritage Committee in 1978, which was upgraded to a City Commission in 1988. The criteria and procedures are codified in Section 2.63.030B of the Municipal Code. The appointment of commissioners follows the guidelines in Chapter 2.18 of the Municipal Code, which apply to all City commissions, and include the following stipulations:

- Commissioners are appointed by the Mayor and confirmed by a majority vote of the City Council.

- Commissioners must reside in the city at the time of appointment, and must maintain residence within the city at all times during their service.
- The term of office shall be two (2) years, with possible reappointed after the initial term; in no event shall any person who has served four (4) consecutive two (2) year terms on the same body be eligible for reappointment to that body.
- Serving any portion of an unexpired term shall not be counted as service of one term.
- Members not eligible for reappointment may continue to serve until their successors are appointed and qualified.
- The terms of office for members of all advisory bodies shall terminate on the third Tuesday of July of every even-numbered year.
- Commissions must have at least two officers (such as chairman and vice-chairman), and any other officers it deems necessary. All officers are elected by a majority vote of its members for a term of one year, and no officer can serve more than two successive terms.

By City Council Action, as part of the 2009 update to the Cultural Heritage Ordinance, the Cultural Heritage Commission was reduced from a maximum of fifteen (15) members to seven (7) members. The criteria for their selection are based largely on the language in the Certified Local Government Application and Procedures documents and are outlined in the Cultural Heritage Ordinance. Commission members are chosen from the professional disciplines of architecture, history, architectural history, planning, archeology, or other historic preservation-related disciplines such as urban planning, American studies, American civilization, cultural geography, or cultural anthropology. The ordinance does not require that a specific number or percentage of the commissioners be of these disciplines, and it states that commission members may also include lay members of the community who have a special interest, concern, or have demonstrated competence, experience, or knowledge in historic preservation or other historic preservation disciplines.

On July 1, 2009, a new seven-member Cultural Heritage Commission was seated. Their backgrounds include a variety of professions and interests, including planning, research, writing, teaching, project review, and other contributions to historic preservation and city building. All members meet the standards set forth in the ordinance.

The Commission will be moving from a small meeting room at the Long Beach Central Library to the City Hall Council Chambers. The City has plans to video record Cultural Heritage Commission meetings. The videos, along with Cultural

Heritage Commission agendas, staff reports, and meeting minutes will be made available to the public on the City Clerk's Legistar system, which is easily accessed online. More transparency with the public and a highly qualified, smaller commission is expected to improve the planning process as it relates to historic preservation.

Section 2.63.040 of the Long Beach Municipal Code (as updated in 2009) grants the Commission the following powers and duties:

- A. To recommend to the City Planning Commission that specific areas, places, buildings, structures, natural features, works of art or similar objects having a significant historical, cultural, architectural, archaeological, community or aesthetic value as part of the heritage of the City, be designated as a landmark, or landmark district; or
- B. To review proposed substantial alterations to a designated landmark or to a contributing building or structure within a designated landmark district and to issue or deny a Certificate of Appropriateness thereon;
- C. To encourage public interest in cultural preservation in the City;
- D. To compile, maintain and update an informational local register of landmarks and historic districts and to publicize and periodically update the City's cultural resource survey;
- E. To review and comment for advisory purposes only upon the conduct of land use, housing, redevelopment, public works and other types of planning and programs undertaken by any agency of the city, county, state or nation, within the City of Long Beach, as they relate to the cultural heritage of the City;
- F. Upon authorization of the City Council, coordinate and cooperate with local, county, state and federal governments in pursuit of the Commission's purposes;
- G. Subject to the consent of City Council, recommend acceptance by the City of gifts, grants and conservation easement donations consistent with the purposes for which the Commission was established;
- H. To make and adopt, and periodically amend, rules and procedures governing the conduct of its business and provide for the administration of this Chapter consistent with Chapter 2.18 of this Code;

- I. To assume whatever responsibility and duties may be assigned to it by the state under certified local government provisions of the National Historic Preservation Act of 1966, as amended; and
- J. To perform any other functions consistent with the purposes herein that may be directed by the City Council.

### **III. PRESERVATION POLICIES IN THE CURRENT GENERAL PLAN**

The purpose of a General Plan is to provide a blueprint that guides a community's development. The General Plan sets forth the goals, policies, and directions a city will take in managing its future. The General Plan is also the policy umbrella document under which government land-use decisions are made. California Government Code Section 65300 (et seq.) requires every city and county to prepare and adopt a comprehensive, long-range General Plan. Each General Plan must contain at least seven elements: Land Use, Transportation, Housing, Conservation, Noise, Open Space and Safety. Each element discusses the issues associated with those topics and establishes policies, programs and objectives designed to address the issues over time. These elements serve as guideposts which help to analyze smaller decisions in the context of long-range goals.

The Long Beach General Plan also includes three optional elements: Air Quality, Scenic Routes, and Seismic Safety. Under the California Coastal Act of 1976, the City is required to have a Local Coastal Program, which is also included in the General Plan. The City recently initiated a program to update the General Plan, called Long Beach 2030; it includes the addition of a Historic Preservation Element. The Historic Preservation Element will give the community the opportunity to focus on policies for the protection of cultural resources. With the preparation and adoption of an element, historic preservation policies will become equal to those stated in any other element of the City's General Plan. The purpose of the Historic Preservation Element will be to establish a long-range vision for the protection of historic resources in the City of Long Beach and to provide implementation strategies to achieve that vision. The Element will be adopted as part of the newly updated Long Beach General Plan and will include information on the development and history of Long Beach, the legal basis and mechanisms for historic preservation, and most importantly, an historic preservation program for the City – developed to address local historic preservation issues outlined by the community.

Although Long Beach does not currently have a separate Historic Preservation Element, historic preservation is referenced directly and indirectly in several other elements of the City's General Plan. The integration of historic preservation issues into other elements such as land use, housing, and zoning is necessary to avoid incompatible goals between the elements. Consistency between the new Historic Preservation Element and the other sections of the General Plan will be maintained through the General Plan 2030 Update Program. Land use and zoning regulations will be compatible with and promote the preservation of historic properties.

A review of the City's General Plan was conducted to determine current compatibility with historic preservation policy; the results are outlined below:



## **Land Use Element**

The current Land Use Element of the Long Beach General Plan was adopted in 1989; it was revised in 1990, and again in 1997. The Land Use Element is specifically designed to prescribe the proper long-range use and development of land in the city. As such, it drives the goals in the other General Plan elements. The current Land Use Element is an update to the 1978 version, and shifts its emphasis from large-scale development to “quality over quantity”:

“There is more concern now about the quality of the downtown pedestrian experience, the preservation of historic structures, the creation of art in public places, the ambiance of the neighborhoods, the excellence of architectural style, and the rounding out of the City as a pleasant and livable place for now and the future.”<sup>2</sup>

The Land Use Element includes a vision for the future of the City which includes eight goals derived from the 1986 citywide strategic plan. Several goals emphasize historic preservation:

**Managed growth:** “The City should support efforts aimed at preserving Long Beach’s significant historic and cultural places and buildings, recognizing that a mixture of old and new structures adds richness to the urban fabric and helps to establish a sense of place with which all citizens can identify.”<sup>3</sup>

**Downtown Revitalization:** “...care must be taken that the recycling for new development spares our most precious historic structures, so that each generation can appreciate and enjoy the heritage of our City.”<sup>4</sup>

**Affordable Housing:** “Our greatest resource is of affordable housing in our existing housing stock. Although some of this stock will be lost each year to provide sites for new residential and economic development, and some will be lost to physical deterioration, it is the goal of this plan to preserve 97 per cent of the existing housing stock through the year 2000.”<sup>5</sup>

**Neighborhood Emphasis:** “All of the [above goals] reinforce the neighborhood emphasis in the Strategic Plan. Long Beach is, and should remain a City of strong neighborhoods.”<sup>6</sup>

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<sup>2</sup> Land Use Element, 3.

<sup>3</sup> Land Use Element, 20.

<sup>4</sup> Land Use Element, 22.

<sup>5</sup> Land Use Element, 23.

<sup>6</sup> Land Use Element, 23.

The City's Land Use Element recognizes over sixty (60) distinct neighborhoods in Long Beach, and contains policies for the future development of each neighborhood's land use, architectural style and scale, neighborhood services, public facilities, and open space needs. The Land Use Element also cites specific land use recycling and redevelopment opportunities. The Land Use Element addresses appropriate density, uses, and compatible design elements for each type of land use district in the City. Although there is no specific language related to historic preservation, these policies are designed to help preserve the character of historic commercial and residential neighborhoods. The Land Use Element also acknowledges a concerted effort by the City to decrease density in areas where it had become an increasing threat to the quality of life in the City.

The Land Use Element also mentions revitalization programs such as Community Development Block Grants, paint rebates, tool rental assistance, exterior home improvement assistance, etc., which are available to low- and moderate-income homeowners to improve the condition of existing housing and neighborhoods.

The Land Use Element also identifies various "Activity Centers" where concentrations of activity are found in the City. Historic Preservation is addressed in the Policy Section for the Downtown center where a majority of the City's designated landmarks are located. Relevant language includes:<sup>7</sup>

"Long Beach will support efforts aimed at preserving its significant historic and cultural places and buildings, and especially supports the development of cultural and artistic offerings in the downtown."

"Quality design and materials are of paramount importance in the downtown. Although the city encourages a wide variety of architectural styles, design quality must be demonstrated. Architectural continuity within the downtown shall be achieved through consistency in the quality of design, workmanship, and materials utilized. New buildings must respect and complement existing historic and significant structures."

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<sup>7</sup> Land Use Element, 205.

## **Housing Element**

The City of Long Beach Housing Element provides goals and programs related both directly and indirectly to historic preservation. The most recent Housing Element is an eight-year plan extending from 2008 through 2014, and was certified by the State in 2009. It identifies policies, programs and objectives that focus on the following issues: 1) conserving and improving existing affordable housing; 2) providing adequate sites for new housing, 3) assisting in the development of affordable housing; 4) removing governmental constraints to housing development; and 5) promoting equal housing opportunities for Long Beach's population.

The "Housing Plan" in Section 5 of the Element contains the goals and policies of the 2008-2014 housing plan and addresses neighborhood conservation issues.

### **3. Housing and Neighborhood Improvement <sup>8</sup>**

"Issue: Housing and neighborhood conservation and preservation in Long Beach is an important means to improve the quality of life for residents. As an older, highly urbanized and densely populated community, Long Beach is confronted with a range of community development issues, particularly in older neighborhoods where housing conditions, public improvements, and community facilities all need upgrading or replacement."

#### **Goal 3: Retain and improve the quality of existing housing and neighborhoods.**

Policy 3.1 Encourage community involvement in addressing the maintenance and improvement of the housing stock and the neighborhood context.

Policy 3.2 Preserve and protect the character of established communities, with an emphasis on single-family neighborhoods and those beginning to decline.

Policy 3.3 Promote continued maintenance of quality ownership and rental housing by offering loans to encourage preventive maintenance and repair.

Policy 3.4 Promote, where appropriate, the revitalization and/or rehabilitation of residential structures which are substandard or have fallen into disrepair.

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<sup>8</sup> Housing Element, V-15.

**Policy 3.5** Make efforts to improve streets and drainage, sidewalks and alleys, green spaces and parks, street trees, and other public services, public facilities, amenities and other infrastructure.

**Policy 3.6** Continue to preserve and maintain the City's historical and architecturally significant buildings and neighborhoods by establishing and maintaining historical landmarks and districts.

**Policy 3.7** Continue to support the creation of healthy neighborhoods by addressing public safety issues, performing ongoing property inspections and eliminating threats to public health.

**Policy 3.8** Promote strong, on-site management of multi-family complexes to ensure the maintenance of housing and neighborhood quality.

**Policy 3.9** Support programs and projects which link affordable housing with other community development goals and resources.”

The “Housing Plan” also includes specific housing programs that are designed to encourage the maintenance, improvement, development, and conservation of housing throughout the City for the 2008 to 2014 planning period.<sup>9</sup> These include the rehabilitation loans and home improvement grant outlined in Program 3.1 Home Rehabilitation.<sup>10</sup>

Specifically related to historic preservation is Program 3.4 to adopt a City-wide Historic Preservation Element:<sup>11</sup>

#### **Program 3.4. Historic Preservation Element**

“Long Beach has seventeen (17) historic districts that contain examples of homes which have retained their original design integrity. Designation is based on an architectural survey and expressed commitment of property owners to establish the accompanying historic district regulations. Regulations are intended to preserve existing housing, discourage demolition and encourage the rehabilitation of older homes in a consistent and historic character. Overall the net effect of historic preservation is to stabilize and protect historic housing, encourage rehabilitation of older neighborhoods and improve the quality of life for residents. The City is creating its first Historic Preservation Element in the General Plan to reinforce the preservation objectives for these historic neighborhoods.”

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<sup>9</sup> Housing Element, V-27.

<sup>10</sup> Housing Element, V-27 – V-28.

<sup>11</sup> Housing Element, V30.

### 2008-2014 Objectives:

- Adopt a General Plan 2030 Historic Preservation Element, establishing objective criteria for identifying historical resources.

Although they do not contain specific language for historic preservation, Program 3.5 Comprehensive Code Enforcement,<sup>12</sup> 3.7 Lead-Based Paint,<sup>13</sup> and 4.3 Green Building Program<sup>14</sup> are all related to preservation issues and will be consulted in the preparation of the Historic Preservation Element.

## Housing Age and Condition

The relationship between housing age and condition is also addressed in the Housing Element. This issue is tied to significant code enforcement programs developed by the City to address housing conditions. The evaluation of aging properties, however, should not undermine the City's historic preservation program. It should also be noted that 75% of respondents to the City's Housing Needs Survey were "somewhat" to "very" satisfied with their current residence.<sup>15</sup>

### 4. Housing Age and Condition<sup>16</sup>

"The age of a community's housing stock can be an indicator of overall housing conditions. If not well maintained, housing can deteriorate and depress property values, discourage reinvestment, and negatively affect the quality of life in a neighborhood. Typically, housing over 30 years in age is likely to have rehabilitation needs that may include new plumbing, roof repairs, foundation work and other repairs. If not well maintained, housing over 50 years in age may require total building replacement.

Among owner-occupied housing, over 80% of units were constructed prior to 1970, largely a reflection of the community's numerous Post World War II subdivisions. While a lesser proportion of renter housing is greater than 30 years in age (68%), this housing is typically of lesser quality construction and suffers more wear-and-tear from tenants than owner-occupied housing. The prevalence of housing built prior to 1978 is also of concern because of lead-based paint hazards, discussed in greater detail later in this section. The advanced age of the majority of Long Beach's housing stock indicates the significant need for continued code enforcement, property maintenance and housing rehabilitation programs to stem housing deterioration."

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<sup>12</sup> Housing Element, V-30.

<sup>13</sup> Housing Element, V-32.

<sup>14</sup> Housing Element, V-35.

<sup>15</sup> Housing Element, A-7.

<sup>16</sup> Housing Element, II-28.

“Evaluation of the City’s substandard conditions and substandard building code violations by year the structure was built provides further insight into the nature of deteriorated housing in Long Beach. The vast majority of substandard buildings (78%) are over 70 years in age (1932 and older), which may render the rehabilitation of many of these severely substandard properties economically infeasible. Approximately half (46%) of structures cited for substandard conditions were in properties 70+ years of age. As properties, which fall under this category, have more limited structural deficiencies, it will be critical to ensure improvements are made before properties fall into severely deteriorated condition and potentially require demolition.”<sup>17</sup>

### **Seismic Safety Element**

The current City of Long Beach Seismic Safety Element was adopted in October of 1988. Section 9.2 of the Element addresses the seismic concerns buildings built prior to the 1933 Long Beach Earthquake.<sup>18</sup> The Element states that unreinforced buildings constructed prior to 1933 do not comply with the structural standards for buildings constructed after that date; however it does not acknowledge that many of these buildings may be historically significant. Since the adoption of the Seismic Safety Element, standards for correcting structural deficiencies in historic buildings have been developed. These standards are intended to reduce the life safety hazards in historic buildings, while retaining the characteristics that make them historically significant.

### **Transportation and Scenic Routes Elements**

The City of Long Beach adopted its Transportation Element in December of 1991. An objective of the plan is to preserve scenic route quality. This objective is consistent with the Scenic Routes Element of May 1975, which recognizes the importance of the City’s historic resources in the designation of scenic highways:

“The historic assets range from beautifully preserved ranches, Rancho Los Cerritos and Rancho Los Alamitos, to the first oil well “Alamitos 1” located in nearby Signal Hill. This historic well marks the sensational development of the oil industry in Long Beach. Architectural assets are yet another category. Among fine buildings, Villa Rivera and the Greene and Greene residence situated on Ocean Boulevard and the Los Alamitos Rancho adobe stand out as particularly unique examples of architecture.”<sup>19</sup>

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<sup>17</sup> Housing Element, II-30.

<sup>18</sup> Seismic Safety Element, 65.

<sup>19</sup> Scenic Routes Element, 15-16.

The City of Long Beach has one scenic route, which follows Ocean Boulevard from the Los Angeles River to Livingston Drive in the Belmont Shore neighborhood. Many historic properties are located along this route.

## **IV. HISTORIC PRESERVATION IN THE CURRENT MUNICIPAL CODE**

### **Cultural Heritage Commission Ordinance and Historical Landmarks Ordinance**

The City of Long Beach's current Municipal Code includes several provisions that directly reference historic preservation. These include the Cultural Heritage Commission Ordinance (Title 2, Chapter 2.63), which includes the duties for the Cultural Heritage Commission,<sup>20</sup> designation criteria and procedures for historic landmarks and landmark districts, and procedures for certificates of appropriateness for modifications to historic properties. Historical landmarks are listed in Title 16 Chapter 16.52 (Public Facilities and Historic Landmarks).<sup>21</sup> Chapter 2.63 and Chapter 16.52 are discussed in detail in Chapter II of this document.

In addition, historic preservation practices are incorporated in several other provisions of the municipal code, as outlined below.

### **Buildings and Construction (Municipal Code Title 18)**

The City of Long Beach Department of Development Services has adopted the 2007 edition of the California Building, Mechanical, Plumbing, and Electric Codes into the Long Beach Building Codes contained in Title 18 of the Long Beach Municipal Code. Also adopted into Title 18 is Part 8 of the California Building Standards Code, which is commonly known as the State Historic Building Code. This code provides special regulations for qualified historic buildings. These regulations provide alternate methods to assure that historic buildings comply with the intent of the code but still are allowed to retain those aspects of the building integral to its historic character.

The use of the Historic Building Code is also specified in the City's Cultural Heritage Ordinance, which states:

"The State Historic Building Code provides alternative building regulations for the rehabilitation, preservation, restoration or relocation of qualified historic buildings or structures. This shall include structures on national, state or local historical registers or official inventories, such as the National Register of Historic Places, state historical landmarks, state points of historical interest, and city or county registers or inventories of historical or architecturally significant sites, places, historic districts, or

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<sup>20</sup> The Cultural Heritage Commission is subject to the uniform regulations outlined in Chapter 2.18 of the Municipal Code which establishes the regulations for all advisory boards, commissions, and committees.

<sup>21</sup> Section 16.52 was created in 1979 with the last amendment in 2007 and does not reflect the current list of designated Historical Landmarks in the City.



landmarks. The Historic Building Code, part 8 of the Uniform Building Code, shall be used for any designated city landmark or contributing historic structure in a designated historic district through the city's building permit procedure.”

Several portions of the Building Code specifically address historic buildings. Section 18.80.010 prohibits the issuing of building permits to demolish a designated landmark unless (1) a building permit has been issued for a replacement structure or project for the property involved and (2) the applicant has submitted evidence to the satisfaction of the Planning Commission that a financial commitment has been obtained by the applicant to assure the completion of the structure or project. However, the section goes on to state that the chapter shall not apply to any landmark which has been determined by the Fire and Planning and Development Services Departments to be imminently dangerous or to constitute an immediate threat to the public health and safety.

Code enforcement is also included in this chapter (Administration and Enforcement 18.20). Section 18.20.110 allows for the building official to institute proceedings for the repair, rehabilitation, vacation, or demolition of a substandard building. Section 18.20.250 gives the City authority to demolish, alter, or repair a building that has been determined substandard or a public nuisance, and which has not been demolished, altered, or repaired by the owner in the time required by the City. Section 18.21 outlines the property maintenance requirements for Long-Term Boarded and Vacated Buildings. New administrative citations will be applied city-wide, including historic districts.

### **Administrative Citations and Penalties (Municipal Code Title 9)**

The authority to issue citations and penalties for violations of the Municipal Code is outlined in Title 9, Chapter 9.65, with the following goals and objectives:

1. To protect the public health, safety and welfare of the citizens of the city.
2. To gain compliance with the municipal code in a timely and efficient manner.
3. To provide for an administrative process to appeal the imposition of administrative citations and fines.
4. To provide a method to hold parties responsible when they fail or refuse to comply with the provisions of the municipal code.
5. To avoid and/or minimize the expense and delay of enforcement in the civil or criminal justice system.

The City is in the process of updating Chapter 2.63 (Cultural Heritage Commission) to directly reference the provisions outlined in Chapter 9.65.

### **Zoning Code (Municipal Code Title 21)**

A review of the City's Zoning Code was conducted to determine current compatibility with historic preservation policy. Relevant sections include:

**Chapter 21.27 Nonconforming Use:** Buildings and lots which had uses that were legal before the adoption of the ordinance, but are no longer allowed, are defined as nonconforming. The Zoning Code discourages the survival of nonconforming buildings and lots. Such a provision may also prohibit additions to a nonconforming structure or changes in use.

21.27.050 Abandonment. A. Loss of rights to a nonconforming use. All rights to a nonconforming use are lost if the use is abandoned for twelve (12) months (see section 21.15.030) or if the structure housing the use is demolished (see section 21.15.750) except as follows:

1. Nonconforming nonresidential structure. A nonconforming nonresidential structure, which has been abandoned for a period greater than twelve (12) months, may apply for an administrative use permit to establish a CNP (neighborhood pedestrian) permitted use and may apply for a conditional use permit to establish a CNP (neighborhood pedestrian) discretionally permitted use.
2. Nonconforming nonresidential historic landmark. A designated city landmark which has been abandoned for a period greater than twelve (12) months, may apply for an administrative use permit to establish a CNP (neighborhood pedestrian) permitted use or discretionally permitted use, and may apply for a conditional use permit to establish another nonconforming use subject to the following:
  - a. A special building inspection is conducted to ensure the building conforms or can be repaired to conform to minimum building, plumbing, fire, housing, electrical and earthquake code provisions as necessary to protect public health and safety, and
  - b. The proposed use is necessary to avoid an unnecessary hardship on the property owner due to the condition of the structure, the value of the property, or the potential economic life of the building, and
  - c. The proposed change of use will provide a desirable service or will be beneficial to the neighborhood, and

d. The proposed use and adaptive reuse design has obtained a certificate of appropriateness from the Cultural Heritage Commission.

21.27.130 Historic landmark and landmark district exemption. Any building or structure designated as a historic landmark or located within a designated historic district established under chapter 2.63 of this code, shall be exempted from restrictions of this chapter relating to restoration (section 21.27.090) and maintenance (section 21.27.040), provided that any use or construction plans are approved with a certificate of appropriateness issued by the Cultural Heritage Commission.

21.27.070 Change in Use: A nonconforming use may be changed to a conforming use, and may be changed to another nonconforming use if the use or structure housing the nonconforming use has not been abandoned for twelve (12) months (see section 21.15.030) or the structure has not been demolished (see section 21.15.750), as follows:

A. To a CNP permitted use. An existing nonconforming nonresidential use may change to a CNP (neighborhood pedestrian) permitted use.

B. To another nonconforming use with an administrative use permit. An existing nonconforming use may be changed to another nonconforming use if an administrative use permit is granted as provided for in this title and provided:

1. A special building inspection is conducted to ensure the building conforms or can be repaired to conform to minimum building, plumbing, fire, housing, electrical and earthquake code provisions as necessary to protect public health and safety; and
2. The change of use is necessary to avoid an unnecessary hardship on the property owner due to the condition of the structure, the value of the property or the potential economic life of the building; or
3. The change of use will allow a designated city landmark to be economically productive, thus extending the life of the structure, as long as the proposed use and rehabilitation are approved by the Cultural Heritage Commission; and
4. The change of use will provide a service or will be beneficial to the neighborhood, and will more closely conform to the zoning of the site than the existing use.

**Chapter 21.40 Height Limit Overlay District:** “The purpose of this chapter is to establish special building height limits in areas of the city where lower scale development is desired to maintain neighborhood character.”

**Chapter 21.52 Conditional Uses:** This chapter allows for the adaptive reuse of existing structures. Section 21.52.209 specifically addresses the reuse of historic buildings as bed and breakfasts:

“The use shall be allowed only in older residential structures which are recognized as architecturally, historically or culturally significant, and which, through renovation and use as a bed and breakfast inn, will contribute significantly to the ambiance, character or economic revitalization of a neighborhood.”

In addition, the City has facilitated reconfiguration of hotels, commercial and institutional structures to accommodate senior-citizen units, and live/work lofts for artists and home business. Examples include the Breakers Hotel (senior housing), Lafayette Hotel (condominiums), and Kress Building (condominiums). Planned re-use of other historic structures include: Walker Department Store, York Rite Masonic Temple, Long Beach Professional Building, and the Skating Palace. Saving historic structures and recycling them for residential use allows creative developers to offer residential products to the community.

### **Summary**

Coordination between the Municipal Code and the Historic Preservation Element is essential so that they are not in conflict. Several provisions in the existing Municipal Code are consistent with historic preservation goals, including use of the California Historic Building Code, preventing the demolition of designated landmarks, providing for non-conforming uses and adaptive reuse, and establishing height limits to preserve neighborhood character.

However, there are portions of Municipal Code that may be incompatible with historic preservation goals and objectives, including language addressing parking requirements (outlined in Chapter 21.41). Requirements for residential, institutional, commercial, and industrial uses may limit the feasibility of rehabilitation if parking spaces cannot be provided, or if a change in use or intensity requires an increase in the number of required parking spaces. These parking requirements can be prohibitive for historic properties. To remedy this, the City could consider waiving parking restrictions for owners of historic properties.

Property maintenance requirements in the Code associated with buildings that are structurally unsafe, unoccupied, considered to be a fire hazard, or are a nuisance that endanger the public welfare may not support historic preservation. Rehabilitation of historic properties should be encouraged, and care should be taken when equating the age of a property with condition.

## **V. PLANNING PROCESS FOR THE LONG BEACH HISTORIC PRESERVATION ELEMENT**

The creation of a Historic Preservation Element for the City of Long Beach will be completed in two phases. Phase I will consist of evaluating current preservation planning conditions; developing policies, goals and objectives for the Historic Preservation Element (HPE) together with the community; and drafting the HPE. Phase II will consist of CEQA (environmental) review of the HPE.

### **Phase I: Draft Historic Preservation Element (HPE)**

The City is committed to creating an HPE to produce a pro-active, focused plan for use by residents, Long Beach Heritage, City staff, the Cultural Heritage Commission, Redevelopment Agency, Planning Commission, and City Council. The main product of Phase 1 will be a draft HPE of the General Plan. It will be prepared in accordance with the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation, the publication entitled "Preparing a Historic Preservation Plan" by Bradford J. White and Richard J. Roddewig, and any other applicable state standards and guidelines. The HPE will consider the following issues, resources, and objectives:

1. An overall vision statement for historic preservation in Long Beach.
2. The purpose of the preservation element.
3. A summary of the City's past preservation efforts.
4. A definition and explanation of the historic character of the City and its neighborhoods, especially the historic districts.
5. A concise General Plan Element to guide historic preservation planning which is guided by clear goals and policies.
6. An evaluation of the need for surveying and/or re-surveying the community. This should include a review of the existing surveys and updates, and a strategy regarding the type of survey(s) that should be conducted to update outdated surveys.
7. Identification of policies for preservation and rehabilitation or restoration of historic and potentially historic properties.
8. Identification and explanation of the legal basis for protection of historic resources. This will include an explanation of local, state, and federal laws and regulations affecting the practice of preservation planning in Long Beach.

9. Identification of methods to coordinate City efforts towards its preservation goals, such as linking Planning Commission, Community Development, Redevelopment Agency Board actions.
10. Identification of incentives for owners of historic and potentially historic properties to encourage preservation.
11. In the case of potentially historic properties, the development of policies and planning procedures to encourage new additions and modifications compatible with the existing character of the structures and neighborhoods.
12. Incorporation of education and public information programs about preservation and the value of the City's historic resources.
13. Link historic information with economic development and tourism promotion.
14. Provision of an annual report to the community on the City's progress in implementing the goals, policies, and implementation measures of the HPE.

The Draft HPE will be reviewed by the City of Long Beach Cultural Heritage Commission, who will make recommendations to the Planning Commission and City Council for final approval.

Development of the HPE will be simultaneous with the City's 2030 General Plan update. However, it is expected that the HPE will be reviewed and adopted before the 2030 General Plan Framework is complete. Therefore, it will be imperative that planners ensure that the goals and policies contained in the Historic Preservation Element are fully integrated and consistent with the General Plan Framework as it is drafted and presented to the public.

### **Public Participation**

Public participation is a critical component in the preparation of the HPE for Long Beach. Public participation in the planning process is needed to ensure that the HPE meets the needs and goals of the community, the City, and both current and potential owners of historic properties. Public outreach was built in at the early stages of the project, and that phase has been completed. It is anticipated that there will be additional community input once the Draft HPE is circulated to the public.

Over a six-month period in 2008, City staff assisted professional historic preservation consultants with an outreach program to a diverse and interested group of public participants. These included the City's Cultural Heritage

Commission; the Historical Society of Long Beach; Long Beach Heritage; active neighborhood organizations, including those located within historic districts; business leaders; and other interested City residents and property owners.

A total of five community meetings were held to build consensus and generate public support for the goals and policies proposed for the HPE. There was a Kick-Off meeting, which presented broad concepts for discussion, followed by three Goals & Objectives Workshops. The Workshops were intentionally located in three separate neighborhoods in different parts of the City to solicit feedback from a wide variety of neighborhoods and constituencies. These were working meetings, focusing on small group discussions to identify issues within particular communities. During these meetings, participants identified their top three goals for the Long Beach HPE, and provided important feedback on their perception of the current historic preservation program in the City. This phase of community outreach concluded with a Wrap-Up Meeting, which summarized the results of the workshops and included an in-depth discussion of the potential policies and implementation strategies to be included in the top goals identified by the community.

### **Summary of Community Meetings**

- April 28, 2008: Kick-Off Meeting (First Congregational Church)
- July 8, 2008: Goals & Objectives Workshop I (El Dorado Park West)
- July 9, 2008: Goals & Objectives Workshop II (North Division Police Substation)
- July 10, 2008: Goals & Objectives Workshop III (3rd District Field Office)
- September 10, 2008: Wrap-Up Meeting (First Congregational Church)

### **Phase II: CEQA Review**

Following the preparation of the Draft HPE, an Initial Study will be prepared by City staff to determine what level of environmental review is appropriate for this project. Normally this type of element would receive a Negative Declaration, but that determination will be made based on the findings of the Initial Study. The environmental document is usually scheduled to be heard by the Planning Commission for certification concurrent with their review of the Element.

### **Element Adoption Process**

Following the release of the Draft HPE sufficient time for public review will be incorporated into the process. The City will also hold a series of public meetings to discuss the document. Meetings will be held before the Cultural Heritage Commission, Planning Commission, City Council, and other groups as necessary, to review and revise the Element as needed.

Ultimately, a final Historic Preservation Element will be recommended by the Planning Commission to the City Council for adoption into the City's General Plan. Upon adoption by the City Council the Historic Preservation Element will carry the same legal weight as every other element of the Long Beach General Plan.



## VI. HISTORIC DEVELOPMENT OF LONG BEACH

In order to continue historic preservation efforts in the City of Long Beach, a keen understanding of the development patterns that have shaped the City's built environment and their related historic contexts is critical. A narrative history of the City of Long Beach is beyond the scope of this project, but a brief description of the major periods of historic development excerpted from the *City of Long Beach Historic Context Statement* prepared by Sapphos Environmental, Inc. in 2009 is included herein.<sup>22</sup>

### Prehistory and Western Settlement

The earliest known occupants of the area that would become Long Beach were Native Americans. The Gabrielino tribe occupied nearly the entire basin and coastline comprising the Counties of Los Angeles and Orange. Named after the Mission San Gabriel, the Gabrielino were one of the wealthiest and largest Native American groups in Southern California,<sup>23</sup> along with the Chumash. The Gabrielino's affluence was largely due to the wealth of natural resources within the land base they controlled, which included the rich coastal areas between Topanga Canyon and Aliso Creek, and the offshore islands of San Clemente, San Nicolas, and Santa Catalina. Inland Gabrielino territory included the watersheds of the Los Angeles, San Gabriel, and Santa Ana Rivers, and was bounded on the north by the San Gabriel Mountains, extended to the east to the area of the current-day City of San Bernardino, and bounded on the south by the Santa Ana Mountains.<sup>24</sup>

Early Spanish accounts indicate that the Gabrielino lived in permanent villages, with a population ranging from 50 to 200 individuals, and that in 1770, the total Gabrielino population within the Los Angeles Basin exceeded 5,000 people.<sup>25</sup> There were several types of structures in the Gabrielino villages: single-family homes that took the form of domed circular structures averaging twelve to thirty-five feet in diameter and covered with tule, fern, or Carrizo; and communal structures measuring more than sixty feet in diameter and housing three or four families. Sweathouses, menstrual huts, and ceremonial enclosures were also common features of many villages.<sup>26</sup> In addition to these permanent settlements, the Gabrielinos also erected smaller, seasonal, resource-procurement camps.

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<sup>22</sup> Sapphos Environmental, Inc., *City of Long Beach Historic Context Statement*, July 10, 2009.

<sup>23</sup> Bean, L.J., and C.R. Smith. 1978. "Gabrielino." In *Handbook of North American Indians*, Vol. 8: California, ed. R.F. (538)

<sup>24</sup> *Handbook of North American Indians*. (538)

<sup>25</sup> *Handbook of North American Indians*. (540) and McCawley, William. *The First Angelenos: The Gabrielino Indians of Los Angeles*. Banning, CA: Malki Museum Press, 1996. (15)

<sup>26</sup> *Handbook of North American Indians*. (540) and *The First Angelenos: The Gabrielino Indians of Los Angeles*. (29)

Among the best-researched Gabrielino communities in the City was Puvungna, a large settlement and important ceremonial site that was probably located in the area historically occupied by Rancho Los Alamitos and currently occupied by California State University, Long Beach.<sup>27</sup> Puvungna probably served as a ritual center for Gabrielino communities in the region. Sites associated with Puvungna were added to the National Register of Historic Places in 1974 and 1982.

The first Spanish contact with the island Gabrielino took place in 1542, when Juan Rodriguez Cabrillo arrived on Santa Catalina Island. In 1769, Gaspar de Portolá made the first attempt to colonize Gabrielino territory, and Portola is believed to have met the Gabrielino chief Hahamovic at the Gabrielino village *Hahamog-na*, on the Arroyo Seco near Garfias Spring in South Pasadena.<sup>28</sup> In 1771, the Spanish established the Mission San Gabriel Archangel, and the Gabrielino population began a rapid decline.<sup>29</sup>

### **Spanish and Mexican Settlement**

The area that is now the City of Long Beach received its first European visitors in the late 18<sup>th</sup> century with the arrival of Spanish explorers and missionaries. Mission San Gabriel Arcángel, founded near what is now Montebello, was awarded jurisdiction over most of this region after its establishment in 1771.

During the Spanish and subsequent Mexican reign over Alta California, ownership of the southern portion of present-day Los Angeles County was determined by a series of land grants. Beneficiaries of the land grants were often former soldiers and others who had served the government. The large land grants often had somewhat amorphous boundaries (sometimes based on “landmarks” such as rock outcroppings, river beds, and large trees), and boundary disputes were common.

In 1784, Pedro Fages, the Spanish governor of California, granted 300,000 acres (an amount reduced in 1790 to 167,000 acres) to Manuel Nieto, a Spanish soldier, as a reward for his military service. Nieto raised cattle, sheep, and horses on the land, which was known as Los Coyotes, and built an adobe home on a hilltop near today’s Anaheim Road.

Following Nieto’s death in 1804 his property passed to his heirs. In 1834, it was divided into five smaller ranchos, including Rancho Los Alamitos and Rancho Los Cerritos. These two ranchos encompassed the majority of what now comprises the City of Long Beach, with a portion of the 28,500-acre Rancho Los

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<sup>27</sup> The First Angelenos: The Gabrielino Indians of Los Angeles. (71)

<sup>28</sup> Reid, Hiram A. A History of Pasadena. Pasadena, CA: Pasadena History Company, 1895. (19) and Zack, Michele. Altadena: Between Wilderness and City. Altadena, CA: Altadena Historical Society, 2004. (8)

<sup>29</sup> Handbook of North American Indians. (540-541)

Alamitos on the east and a portion of the 27,000-acre Rancho Los Cerritos on the west. Today, Alamitos Avenue marks the dividing line between the two.

Rancho Los Alamitos was purchased by Governor Jose Figueroa in 1834 for \$500 and construction on the rancho's existing adobe home was begun. In 1842, Don Abel Stearns, a prominent American-born ranchero from New England purchased the land for \$6,000 and improved the adobe for use as his summer home. Stearns raised cattle to support the ranch, but lost the property to San Francisco mortgage holder Michael Resse in 1866 following a severe drought.

In 1834, Manuel Nieto's oldest son, Juan, divided Rancho Los Coyotes into five ranchos: Santa Gertrudes, Las Bolsas, Los Alamitos, Los Cerritos, and Los Coyotes. Daughter Manuela Cota received the area known as Rancho Los Cerritos ("Ranch of the Little Hills"), approximately 27,000 acres bordered on the west by the Los Angeles River and on the south by the Pacific Ocean. She and husband Guillermo built at least two adobes on the land and raised twelve children, as well as cattle and crops.

In 1843, following Manuela's death, the children sold Rancho Los Cerritos to Massachusetts-born merchant John Temple, an entrepreneur with investments in Los Angeles real estate and ranches. Temple was married to Nieto's granddaughter, which made him a Mexican citizen. Temple raised cattle and sheep on the rancho and maintained a lucrative business shipping hides to San Pedro harbor. In 1844, Temple constructed a two-story, Monterey-style adobe house on the property. At its peak, Rancho Los Cerritos possessed 15,000 head of cattle, 7,000 sheep, and 3,000 horses.<sup>30</sup>

### **American Settlement**

California became a territory of the United States in 1848 and the 31st state in the Union in 1850. During this period, the California Gold Rush accelerated migration to the state. One of the first discoveries of gold in California occurred in 1842 in Placerita Canyon in the foothills 35 miles north of Long Beach. Gold was discovered in northern California in 1848. Men such as Benjamin Flint, Thomas Flint and Lewellyn Bixby (who would all play a role in the development of Long Beach) came to California during this period to seek their fortune.

The Gold Rush also gave a boost to the Southern California cattle industry at a time when demand for cow hides was decreasing. The new mining population allowed ranchers such as Stearns and Temple to drive their cattle north to feed the hungry miners. However, both Stearns and Temple suffered during the

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<sup>30</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey, Final Report*. Long Beach, CA: City of Long Beach, Office of Neighborhood and Historic Preservation, 1988. (9)

severe droughts of the 1860s and the subsequent economic decline of the 1870s.

In 1866, Temple retired and brothers Thomas and Benjamin Flint, along with their cousin Lewellyn Bixby (Flint, Bixby & Co.), bought Rancho Los Cerritos from Temple for \$20,000. The company selected Lewellyn's brother Jotham to manage the land and some 30,000 sheep. Within three years, Jotham bought into the property and formed his own company. Jotham Bixby and his family resided in the Cerritos adobe from 1866 to 1881.

In 1878, John Bixby leased Rancho Los Alamitos from owner Michael Reese and moved his family into the then-deteriorated adobe. In 1881, Reese sold the 26,392-acre rancho for \$125,000 to a partnership composed of I.W. Hellman, a banker and local investor, and the John Bixby & Co. (comprising Jotham Bixby, [Thomas] Flint, and [Lewellyn] Bixby), and the property later became known as the Bixby Ranch.<sup>31</sup> John Bixby, along with his wife, Susan, remained residents of the ranch and began to rehabilitate the adobe and surrounding land, transforming the property into a prosperous working ranch and dairy farm.<sup>32</sup> Bixby's son Fred, with his wife Florence, moved into the adobe in 1906. Florence created expansive gardens surrounding the house, while Fred focused on the activities of ranching, business, oil, and breeding Shire horses.

Therefore, by the late 1870s, both Rancho Los Alamitos and Rancho Los Cerritos were under the control of members of the Bixby family, who would be one of the most influential families in Long Beach history. Both properties continued to operate as ranches well into the early decades of the 20th century, maintaining dairy farms and growing beans, barley, and alfalfa. However, land from both ranchos was slowly sold off, beginning with the decline of the sheep industry in the 1870s. By 1884, the town of Long Beach occupied the southwest corner of the Rancho Los Cerritos. Eventually Bellflower, Paramount, Signal Hill, and Lakewood were founded on former Cerritos land. In the 1950s and 1960s, both Ranchos were donated to the City as historic sites.

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<sup>31</sup>Woodbridge, Sally. "Architectural Narrative: Rancho Los Alamitos." (12-14) Website: <http://www.rancholosalamitos.com/history.html>.

<sup>32</sup>Mullio, Cara, and Jennifer Volland. Long Beach Architecture: The Unexpected Metropolis. Santa Monica, CA: Hennessey and Ingalls, 2004. (19)

## **Long Beach Early Settlement and Incorporation, 1881–1901**

### **Willmore City**

Settlement within the Long Beach area began as early as 1875, when Jotham Bixby began selling lots along the Los Angeles River in the area that is now west Long Beach, near Willow Street and Santa Fe Avenue. The Cerritos Colony consisted of farms and homes, as well as the area's first school house, Cerritos School.<sup>33</sup>

A second settlement period began in 1881, when William Erwin Willmore entered into an agreement with J. Bixby & Co. to develop the American Colony, a 4,000-acre piece of Rancho Los Cerritos with a 350-acre town site that was named Willmore City. Willmore had first visited California in 1870, after emigrating from London to the United States. Upon his arrival in Southern California, he worked as a promoter of Southern California real estate with Jotham Bixby and served as the Southern California manager of the California Emigrant Union, which encouraged settlement and facilitated large real estate deals.

The new colony was to feature a main boulevard, known as American Avenue (now Long Beach Boulevard), which would link to Los Angeles; resort quarters along the town's waterfront; and a downtown business district. The remaining acreage was to be divided into 40-acre lots and sold as small family farms.<sup>34</sup> The original town site was bounded by present-day Tenth Street on the north, Alamitos Avenue on the east, the Pacific Ocean on the south, and Magnolia Avenue on the west. The only existing building in the proposed colony was an old shepherd's shack used by the Bixby ranch personnel, which was located near the present-day intersection of First Street and Pine Avenue.<sup>35</sup>

In promoting Willmore City, Willmore capitalized on key location-specific assets. The new colony was advertised in 100 newspapers and 35 magazines throughout the country as a healthful seaside resort. Lots were sold for anywhere from \$25 to \$40 an acre and included a clause in each deed that forever prohibited the sale of intoxicating liquor on the property.<sup>36</sup> In the *Los Angeles Times*, early advertisements promoted both tourism and settlement, highlighting the area's "magnificent beach" and "good soil" to tempt tourists and colonists. Willmore predicted that prospective residents "would raise oranges, lemons, figs, olives, almonds, walnuts, and would also indulge in dairy farming."<sup>37</sup>

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<sup>33</sup> Hillburg, Bill. *Long Beach: A City and Its People*. Carlsbad, CA: Heritage Media Corporation, August 31, 2000. (22)

<sup>34</sup> *Long Beach: A City and Its People*. (22)

<sup>35</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey*. (11)

<sup>36</sup> Case, Walter, ed. *History of Long Beach and Vicinity*. Chicago, IL: S.J. Clarke Publishing Co., 1927. (143)

<sup>37</sup> Robinson, W.W. *Long Beach: A Calendar of Events in the Making of a City*. Los Angeles, CA: Title Insurance and Trust Company, 1948. (11)

In 1882, sixty people ventured west to inspect Willmore City, but despite their conclusion that the area was fit for a new colony, only two purchased land on the site.<sup>38</sup> That same year, the California Emigrant Union withdrew its support for the colony, leaving Willmore to publicize the new town on his own. Willmore continued to promote his venture and included plans for a new university, in hopes that the Methodists would choose Willmore City as the location for the University of Southern California instead of Los Angeles. By May 1884, with only twelve homes and the majority of lots remaining unsold, Willmore abandoned the colony.<sup>39</sup>

### **The Town of Long Beach**

The following month, the American Colony was purchased by the San Francisco real estate firm Pomeroy and Mills, who reorganized as the Long Beach Land and Water Company. The American Colony and Willmore City were renamed Long Beach after the area's long, wide beaches.<sup>40</sup> Under new leadership, the colony began to improve and grow. The town soon boasted a general store and hotel, as well as its first local newspaper, the *Long Beach Journal*. By 1885, the town contained approximately fifty-one residences, a church, and numerous businesses.<sup>41</sup>

Expansion of the national and regional railroad networks spurred additional growth. In 1887, the Atchison, Topeka, and Santa Fe Railroad completed its transcontinental line to Los Angeles to the dismay of its competitor, the Southern Pacific, who had completed its line to Los Angeles in 1876. A rate war between the two railroads ensued, prompting both rail companies to cut passenger rates sharply to win passengers. Ticket prices from the Missouri Valley to Southern California dropped to a low \$1 per passage, and soon thousands of middle-class families from the Ohio and Mississippi Valleys traveled west looking for what newspaper ads promised: clean air, sunshine, fertile land, and opportunity.<sup>42</sup>

The railroad sparked unprecedented interest in Southern California, creating a land speculation fever that spread wildly during the late 1800s. From 1887 to 1889, more than sixty new towns were laid out in Southern California, although most of these consisted of unimproved subdivided lots. Prices for real estate soon increased, and new communities sprang up throughout Southern

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<sup>38</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey*. (11)

<sup>39</sup> DeAtley, Richard. *Long Beach: The Golden Shore, A History of the City and the Port*. Houston, TX: Pioneer Publications, 1988. (31)

<sup>40</sup> Case, Walter, ed. *History of Long Beach and Vicinity*. Chicago, IL: S.J. Clarke Publishing Co., 1927. (97)

<sup>41</sup> Ovnick, Merry. *Los Angeles: The End of the Rainbow*. Los Angeles, CA: Balcony Press, 1994. (93)

<sup>42</sup> Ovnick. *Los Angeles: The End of the Rainbow*. (89)

California. In the Long Beach area, the population increase resulted in the establishment of several new settlements. In 1886, John Bixby, owner and manager of Rancho Los Alamitos, laid out the Alamitos Beach town site, a colony east of Long Beach that would later comprise the communities of Belmont Heights, Belmont Shore, and Naples. While Long Beach featured Anglo-named streets aligned in a grid pattern, the Alamitos Beach town site contained Spanish-named curvilinear streets. In addition, John Bixby planted many trees throughout the colony and established a large park along the town's oceanfront.

### **Incorporation of Long Beach**

In 1887, the San Francisco-based Long Beach Development Company, which had close ties to the Southern Pacific Railroad, purchased the remaining unsold lots within the American Colony, as well as an additional 800 acres of marshland and the town's water system.<sup>43</sup> On February 10, 1888, the City was incorporated, with 800 citizens and approximately 59 buildings.<sup>44</sup> One of the first orders of business for the new government was to adopt Ordinance No. 8, which prohibited saloons, gambling houses, or other institutions "dangerous to public health or safety" throughout the new City.<sup>45</sup>

By 1889, the real estate boom had collapsed, but the period of prosperity resulted in a considerable increase in wealth in Southern California in general and brought approximately 137,000 new residents to the region.<sup>46</sup> Despite the real estate slump, developers continued to invest in the City and surrounding area, pouring thousands of dollars into infrastructure and commercial ventures, hoping to attract additional tourists and settlers seeking the California lifestyle. By the end of the decade, City development had spread north and east; Sanborn maps reflect development as far north as Fifth Street and as far east as Linden Avenue.

During this period town residents were split by the prohibition law, with support for the ordinance weakening among those who favored a more moderate approach to the perceived alcohol problem. The debate over prohibition peaked in 1897, when opponents of prohibition successfully campaigned to unincorporate the City, placing Long Beach under County jurisdiction.<sup>47</sup> Under the County's management, however, local taxes increased substantially, and city services disappeared, quickly sending Long Beach into disarray. By the end of

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<sup>43</sup> Weinman, Lois J., and Gary E. Stickel. *Los Angeles-Long Beach Harbor Areas Cultural Resource Survey*. Prepared for: U.S. Army Corps of Engineers, Los Angeles, 1978. (63)

<sup>44</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey, Final Report*. (12)

<sup>45</sup> DeAtley. *Long Beach: The Golden Shore, A History of the City and the Port*. (39)

<sup>46</sup> McWilliams, Carey. *Southern California: An Island on the Land*. Layton, UT: Gibbs Smith, 1946. (113-122)

<sup>47</sup> Epley, Malcolm. *Long Beach's 75 Years, Highlights and Anecdotes*. Long Beach, CA: Diamond Jubilee, 1963.

1897, Long Beach residents were tired of County leadership and voted to reincorporate the City.<sup>48</sup>

By the end of the 19th century, the City's waterfront had become an important tourist destination. 1898 Sanborn maps indicate that winter residents numbered approximately 2,000, while in the summer the population grew to 6,000. Long Beach's first pleasure wharf was constructed south of Ocean Park Avenue around 1885. In 1888, a pier at the southern terminus of Magnolia Avenue was constructed, and the Pine Avenue (or Municipal) Pier followed in 1893. In 1891, the Long Beach City Council allowed the Los Angeles Terminal Railroad Company to install a rail line along Ocean Avenue to connect Long Beach with Los Angeles.<sup>49</sup>

During the late 1890s, Long Beach expanded north to Anaheim Street and west to Monterey Avenue to accommodate the growing population, which had increased to approximately 4,000 residents. Development also continued to grow in communities north and east of the City.

### **Early 20th-Century Development and Expansion, 1900–1920**

Long Beach annexed several new areas in the early twentieth century, including the Alamitos Beach (1905) to the east, Carroll Park (1908), and Belmont Heights (1911). From 1902 to 1905, Long Beach's population tripled from approximately 4,000 to 12,000. By 1910, the population was almost 18,000<sup>50</sup> and the City had expanded to approximately ten (10) square miles.<sup>51</sup>

This growth resulted in an increased demand for improved transportation and accommodations.<sup>52</sup> Transportation improved with Henry Huntington's Pacific Electric Streetcar Company, with service into and around the City. There was also a series of trolleys that provided transportation within the City and throughout Southern California, including routes between Long Beach and Los Angeles. By 1904, the Southern Pacific line and the San Pedro, Los Angeles, and Salt Lake Railroad (SPLA&SL) line (which were co-owned by Union Pacific after 1921) expanded into Long Beach, encouraging additional growth of both seasonal tourists and permanent residents from points east.<sup>53</sup>

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<sup>48</sup> Epley. *Long Beach's 75 Years, Highlights and Anecdotes*.

<sup>49</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey, Final Report*. (13) and Mullio and Volland. Long Beach Architecture: The Unexpected Metropolis. (21)

<sup>50</sup> U.S. Census Bureau. *Census Records for the City of Long Beach, 1910*. On file, City of Long Beach Office of Neighborhood and Historic Preservation.

<sup>51</sup> Harshbarger, Tom. "History in a Seashell." *California State University Long Beach, University Magazine Online*, 1999. Website: <http://www.csulb.edu>.

<sup>52</sup> Robinson. *Long Beach: A Calendar of Events in the Making of a City*. (13)

<sup>53</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey, Final Report*. (13)



Tourism continued to be the City's primary industry. By 1905, attractions at the Long Beach pleasure wharf had multiplied, with more than thirty seasonal booths added to the boardwalk, including candy shops, popcorn vendors, a palm reader, a merry-go-round, and a SPLA&SL train station at the Municipal Pier. In 1908, the Virginia Hotel and Majestic Dance Hall were added south of Ocean Park Avenue at South Magnolia Avenue. By 1914 the Walk of a Thousand Lights, called the Pike, was developed on the boardwalk. The 1908 Sanborn map also shows the addition of the Municipal Auditorium, south of Pine Avenue, adjacent to the Municipal Pier.

### **Port and Harbor Development**

In 1906, the Los Angeles Dock and Terminal Company purchased the 800 acres of marshland that had been included in the original sale of the town to the Long Beach Development Company (1887) and began to improve the area in preparation for shipping. Beginning in 1906, the harbor was dredged, and a 1,400-foot turning basin and three channels were created.<sup>54</sup> The following year, John F. Craig relocated the Craig Shipbuilding Company from Ohio to Channel 3 in the new, privately owned Long Beach Inner Harbor.

A 500-foot-long municipal wharf was constructed on the same channel in 1911, and the Port of Long Beach opened in June of that year. In 1917 the City regained control of the harbor after devastating floods in 1914 and 1916 caused the collapse of the Los Angeles Dock and Terminal Company. In 1918, Long Beach and the U.S. Army Corps of Engineers permanently established regular navigation between the Los Angeles and Long Beach Inner Harbors by improving the Cerritos Channel.<sup>55</sup>

In addition to the tourism trade and nascent shipping industry at the harbor, agriculture also continued to play a role in Long Beach's economy. Many small- and mid-sized farms, ranches, and dairies thrived to the north and east of the growing downtown core as far as Anaheim Street and east to Temple Avenue in the early 20th century and, later, at Signal Hill.<sup>56</sup>

### **Long Beach Expansion**

City leaders struggled to develop infrastructure and create housing that could accommodate the rapid population growth of the early twentieth century. Single-family residential construction was occurring in areas outside of the original incorporated boundaries of the City, especially on the Alamitos Beach town site. Belmont Heights, Alamitos Heights, and Belmont Shore were all subdivided into lots for single-family homes. In 1904, Arthur M. Parsons and his son, Arthur C.

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<sup>54</sup> Weinman and Stickel. Los Angeles–Long Beach Harbor Areas Cultural Resource Survey. ( 63)

<sup>55</sup> Weinman and Stickel. Los Angeles–Long Beach Harbor Areas Cultural Resource Survey. ( 64)

<sup>56</sup> Ward, Harry E. No title. In Long Beach as I Remember It, 1776–1976, ed. Donald E. Van Liew. Los Alamitos, CA: Hwong Publishing Company, 1976. (45)

Parsons, began plans for a Venetian-style city called Naples, which was located on the Alamitos Bay Peninsula. By 1907, Pacific Electric service on the Newport Line connected Naples with nearby communities, and housing values were high.<sup>57</sup>

Multi-family residential development was also prominent during the first two decades of the 20th century, both downtown and in the surrounding coastal areas. It was quickly determined that the most effective way to create a large number of multi-family units was to build taller buildings, and many two- and three-story apartment buildings were constructed in the downtown core and beyond, including along the shoreline.<sup>58</sup>

With the City's population growing steadily, and multi-family residential units becoming increasingly popular, City leaders and planners looked to the City Beautiful Movement, which sought to remedy social problems and increase civic loyalty through the beautification, for design solutions for Long Beach.<sup>59</sup> Stylistically, the movement favored Beaux Arts classicism and supported the establishment of a monumental core or civic center, with wide, tree-lined boulevards, an axial plan carefully accented by impressive civic buildings, and comprehensive city planning. As an outgrowth of this movement in Long Beach, Victory Park was added to the City's park system, which included Pacific Park (1888; formerly Lincoln Park at Pacific Avenue, north of Ocean Park Avenue) and Knoll Park (1905; now Drake Park at the western terminus of Ninth Street and Tenth Street).

By the late 1910s, Long Beach's architecture played a key role in the City's identity, and attracted many new residents and businesses. The topic was discussed in several period newspaper articles, which proudly noted that architects working in Long Beach were innovators in a variety of architectural styles popular during the period.<sup>60</sup> Several well-known architects and designers of the time, including Greene and Greene, Irving J. Gill, Coxhead and Coxhead, and the Olmstead Brothers, constructed noteworthy projects in the City.

### **City Development and Growth, 1921–1945**

In 1921, the discovery of oil in Signal Hill (which at that time was an unincorporated area) by the Shell Oil Company brought radical changes to Long Beach, as the ownership, production, and sale of oil became the City's primary industry.<sup>61</sup> Speculators, promoters, and experienced oilmen descended on Signal

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<sup>57</sup> Mullio and Volland. *Long Beach Architecture: The Unexpected Metropolis*. ( 24)

<sup>58</sup> Sanborn Map Company. *Insurance Map of Long Beach, California*. New York, NY, 1902–1914. and "Listings of Plans for Development in Long Beach and Nearby Cities," *Southwest Contractor and Manufacturer*, January 25, 1913.

<sup>59</sup> Gebhard, David, and Robert Winter. *Architecture in Los Angeles: A Complete Guide*. Salt Lake City, UT: Gibbs M. Smith, Inc., Peregrine Smith Books, 1985. (96)

<sup>60</sup> Mullio and Volland. *Long Beach Architecture: The Unexpected Metropolis*. (27)

<sup>61</sup> Robinson. *Long Beach: A Calendar of Events in the Making of a City*. (14)

Hill, competing for mineral leases.<sup>62</sup> Between 1920 and 1925 the City's population more than doubled due to an influx of people hoping to find work in the oil industry, growing from 55,000 in 1920 to an estimated 135,000 in 1925.<sup>63</sup>

The discovery of oil also made millionaires out of ordinary citizens and investors, and the effects were felt throughout the City, particularly downtown and along the shoreline. During this period downtown boosters wanted to change the City's image and initiated a massive building program. Skyscrapers and high rises transformed the skyline; elegant hotels and apartments were evidence of a new, more sophisticated vision for the city, and solidified its potential as a resort city.

Reflecting architectural trends in Southern California, revival-style architecture became increasingly popular in Long Beach during this period, and as a result many of the grand buildings constructed during this time, including commercial and civic buildings and multi-story housing, were designed in Period Revival Styles. Luxury high-rise buildings built during this period include the Cooper Arms (1923), Blackstone (1924), Willmore (1925), Campbell Apartments (1928), Broadlind (1928), Lafayette Hotel (1929), and the Villa Riviera (1929).<sup>64</sup>

During the 1920s the Long Beach Architectural Club was formed to address what members perceived as the haphazard development of the City's most valuable areas, and to help guide decisions about local architecture. Advocating cohesive, complementary urban design, the Long Beach Architectural Club became a strong presence in Long Beach, offering expertise and design solutions. Even in modest neighborhoods from that period, a comprehensive approach to the design of both buildings and associated streetscapes is evident.

Due to these developments, Long Beach received a great deal of publicity as an up-and-coming city. This resulted in bringing the 1928 Pacific Southwest Exposition to harbor lands. Long Beach was also a site for the 1932 Olympics, with Marine Stadium constructed to host rowing events.

## **Port and Harbor Expansion**

Long Beach continued developing its harbor through the 1920s, as the City's oil industry became increasingly dependent on the port to export its resources. Federal legislation in 1911 granted the City control over tidelands and submerged lands. These areas were expanded in 1925 and 1935, as the City's

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<sup>62</sup> Berner, Loretta. "Al Brown Remembers the Pike." In *Shades of the Past. Journal of the Historical Society of Long Beach*, Long Beach, CA: Historical Society of Long Beach, 1995. (18–19)

<sup>63</sup> U.S. Census Bureau. *Census Records for the City of Long Beach, 1920*. On file, City of Long Beach Office of Neighborhood and Historic Preservation.

<sup>64</sup> Johnson Heumann Research Associates. *Expanded Downtown Long Beach Historic Survey, Final Report* (15)

boundaries grew.<sup>65</sup> Funded by appropriations by the U.S. Congress and bond issues in 1924 and 1928, work on the Long Beach Inner and Outer Harbors began in 1925. Work included dredging the channels and constructing a 7,100-foot breakwater, docks, landings, and warehouses. By 1930, Long Beach Harbor was handling one million tons of cargo each year, and by 1939, harbor and oil revenues were able to finance continued development.<sup>66</sup>

With the increasing importance of the Long Beach Harbor, the U.S. Navy designated Long Beach as the headquarters for its new Pacific Fleet in 1919. By the late 1920s, more than 3,000 officers and enlisted men were stationed in Long Beach. By 1932, the U.S. Navy had added 50 ships to Long Beach Harbor and approximately 8,500 servicemen. This population spike created a strong demand for housing. Top naval officers sought residency in elite hotels and apartment buildings, and enlisted men occupied small-scale apartments, duplexes, triplexes, and converted single-family residences.<sup>67</sup>

The Long Beach Airport was also developed during this period. Aviation pioneer Earl Daugherty established his own airfield in 1919 in the northern part of the city, and in 1924, the airport was moved to City land at the present site of the Long Beach Municipal Airport.<sup>68</sup>

### **The Great Depression and Long Beach Earthquake**

The growth of the 1920s came to a halt following the stock market crash of 1929. The demand for oil dropped significantly, and Long Beach's tourism industry suffered greatly. The Virginia Hotel closed, and many other hotels and apartment buildings were deserted. Activity at the Pike slowed dramatically, with most concessions closing and others remaining rent-free.<sup>69</sup> Real estate and automobile values plummeted, and shops and apartments stood vacant. In response to the economic crisis, Long Beach residents created a local barter system.<sup>70</sup> The population during this period continued to grow, although more modestly than in the early 1920s, growing to 142,032 by 1930.

In 1933 a 6.4-magnitude earthquake struck the City, resulting in massive damage to the City's built environment. Masonry buildings toppled, numerous structures

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<sup>65</sup> Robinson. *Long Beach: A Calendar of Events in the Making of a City*. (13) and Weinman and Stickel. *Los Angeles–Long Beach Harbor Areas Cultural Resource Survey*. (63–64)

<sup>66</sup> Robinson. *Long Beach: A Calendar of Events in the Making of a City*. (14) and Weinman and Stickel. *Los Angeles–Long Beach Harbor Areas Cultural Resource Survey*. (64)

<sup>67</sup> Mullio and Volland. *Long Beach Architecture: The Unexpected Metropolis*. (27–28)

<sup>68</sup> League of Women Voters. *Long Beach: From Rancho to Renewal*, 1980. On file, City of Long Beach Office of Neighborhood and Historic Preservation. (15) and Mullio and Volland. *Long Beach Architecture: The Unexpected Metropolis*. (28)

<sup>69</sup> Berner. "Al Brown Remembers the Pike." In *Shades of the Past. Journal of the Historical Society of Long Beach*. (6)

<sup>70</sup> Fahey, Harold. "Long Beach Expands." In *Shades of the Past. Journal of the Historical Society of Long Beach*. Long Beach, CA: Historical Society of Long Beach, 1995. (26)

were badly damaged or destroyed, and the City's natural gas service was disabled. In the wake of the disaster, reconstruction was financed with federal grants and loans, which, coupled with the activity generated through rebuilding, helped to rejuvenate the local economy.<sup>71</sup>

Local Assemblyman Harry B. Riley successfully campaigned for stricter building and engineering codes to ensure that schools, in particular, would be more earthquake resistant. Many of the buildings that were repaired or rebuilt during this period incorporated the popular Art Deco or Streamline Moderne styles. In 1935, funds from the federal Works Progress Administration, which later became the Works Projects Administration, was used to build and improve parks and transportation facilities, as well as civic and recreational buildings throughout the City. In addition, funds from the Federal Art Project subsidized art, literature, music, and drama and engaged artists for public projects establishing a legacy of public art in the City.

In 1936, oil was struck again, this time at the Wilmington Oil Field near the Long Beach Harbor, providing revenue to the City and further assisting in the revitalization of the economy.

## **World War II**

In the late 1930s, Long Beach's role in the defense industry continued to grow. In 1937 Reeves Field opened on Terminal Island, becoming the first permanent naval base in Long Beach. In 1941, the Roosevelt Naval Base, shipyard, and hospital were constructed using the designs of famed African American architect Paul Williams, and in the same year, an 8.9-mile breakwater was constructed by the federal government, creating 30 square miles of protected anchorage.

The location and scale of the Long Beach Airport was a deciding factor in the selection of Long Beach by the Douglas Aircraft Company for a new production plant. Construction on the 242-acre facility, which was designed by Taylor and Taylor and included eighteen windowless buildings, began in November 1940 by the Walker Construction Company and was completed in August 1942. The plant was an aircraft design and production facility with engineering support, planning, tooling, and fabrication capabilities. In September 1942, Franklin Delano Roosevelt arrived by special train at the new facility for a tour.

These facilities were critical to the United States' war effort. The Long Beach Port serviced approximately 4 million tons of cargo annually during the duration of the war. At its peak in 1943, Douglas Aircraft employed 41,602 employees. The Long Beach plant was responsible for approximately one-sixth of the country's total 300,000 new planes, which amounted to 50 percent of the company's revenue during the war.

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<sup>71</sup> Mullio and Volland. Long Beach Architecture: The Unexpected Metropolis. (31)

Although demand declined at the end of the war, Donald W. Douglas, Sr., kept the Long Beach plant in operation. Less than one year after the end of World War II employment fell to 1,000 workers, and production remained low into the mid-1950s. The Naval Station and its housing quarters were closed in September of 1994.

### **Postwar and Modern Development**

Following the conclusion of World War II, Southern California experienced a period of unprecedented growth, as many who came west to participate in the war effort, including former military personnel, decided to settle permanently. Between 1940 and 1950 California's population increased by fifty-three per cent, which was partially accounted for by the 850,000 veterans who took up residence after the War.<sup>72</sup> The City of Long Beach also experienced a postwar boom in population, growing from 164,271 residents in 1940 to 250,767 by 1950.

Home ownership in the nation also reached unprecedented levels, due to low-interest loans and long-term mortgages provided by the G.I. Bill. This period of growth had a significant impact in the City of Long Beach, which expanded both in population and geographic size following the war.

Between 1950 and 1956, Long Beach annexed sixty-nine new tracts of land, adding 9.8 square miles to the City. Many of the annexations were from the Los Altos area in the eastern portion of the City.<sup>73</sup> After World War II, Los Altos was quickly transformed from an agricultural area into a booming bedroom community with 10,000 homes. Residential development also spread throughout North Long Beach, with a number of new subdivisions appearing throughout the Bixby Knolls area. In addition to single-family homes, thousands of new multi-family properties—including duplexes, garden apartments, and “dingbat” apartments—were built after the war.

By the late 1950s, the impact of the automobile was evident in the built environment, as the economic potential from commercial establishments along heavily traveled highways and thoroughfares prompted roadside development. Suburban shopping centers appeared adjacent to new developments, including Los Altos, Bixby Knolls, and the Lakewood Center.

In addition to providing affordable home loans, the G.I. Bill also gave returning veterans the chance to attend college, a first for many low- and middle-class Americans. California State University, Long Beach, was established in 1949, in

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<sup>72</sup> Starr, Kevin. Embattled Dreams: California in War and Peace 1940-1950. Oxford; New York: Oxford University Press, 2002. (193-194)

<sup>73</sup> City of Long Beach Department of Planning. *Preliminary Master Plan*. Long Beach, CA, 1958. (23)

response to the overwhelming demand for educational facilities. The following year, City voters approved the use of \$1 million in oil revenues to fund the purchase of lands along Bellflower Boulevard for use as a permanent campus. Other civic postwar improvements included the establishment of El Dorado Park, as well as several libraries, a branch of the County hospital, the Alamitos Bay Marina, and the Long Beach Museum of Art.

In 1955 the Rancho Los Cerritos property was acquired by the City of Long Beach and opened to the public as a museum. In 1968 the surviving members of the Bixby family granted Rancho Los Alamitos to the City of Long Beach to maintain and develop as a regional historic and education center. The current site includes the adobe house from the early nineteenth century, the ranch house, five agricultural buildings, including a blacksmith's shop, and four acres of gardens designed by renowned landscape architects of the 1920s-1940s.

Despite the overwhelming postwar-era residential growth, many historic downtown centers suffered, as the growth of the suburbs moved populations away from the city center. This was true in Long Beach, and during this period many downtown buildings were neglected or demolished to make way for urban renewal projects.

By the late 1950s and early 1960s, military downsizing and the addition of tourist attractions such as Disneyland and Knott's Berry Farm in neighboring communities began to draw visitors away from Long Beach and caused its own residents to seek recreational opportunities in other Southern California cities. Tourism was also impacted by the 8.9-mile breakwater that was constructed at the start of World War II. The breakwater was intended to secure the naval headquarters western base, but it resulted in the creation of thirty square miles of protected anchorage that effectively eliminated a large portion of the City's beachfront which had previously been frequented by residents and tourists. This paved the way for further high-rise development on the oceanfront side of Ocean Park Avenue, where previously no development had been allowed.

Following World War II the City was also forced to address subsidence issues at the harbor that were identified early in the 1930s and exacerbated by the development of the Wilmington Oil Field in 1936. The subsidence meant that the City had been slowly sinking, with fifteen inches lost at the east end of Terminal Island by the 1940s. This affected approximately twenty square miles of City land, spreading from the harbor, across the shoreline, and through downtown on a northeast path that circled Signal Hill. Damage to harbor buildings, streets, railroad tracks, and underground systems was extensive. A \$90-million-dollar tidelands restoration program, funded by the State Tidelands Fund, began in 1953 and concluded successfully in 1958.<sup>74</sup>

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<sup>74</sup> Mullio and Volland. Long Beach Architecture: The Unexpected Metropolis. (40)

## **Late Twentieth Century Development (1960 – 2008)**

### **Population and Demographics**

The City's population growth of the postwar years had cooled starting in the 1960s, with fewer than 20,000 new residents settling in Long Beach between 1960 and 1980. In the 1980s the City started a new period of growth, with many new residents coming to the area from Southeast Asia, Mexico, and Central and Latin America. Between 1980 and 1990, the population grew from 361,344 to 429,433; between 1990 and 2000 (the last recorded census), the City added another 32,000 residents for a total of 470,000. Long Beach is currently the 37<sup>th</sup> most populous city in the country.

As of 2008, the City spans fifty square miles and is home to 470,000 people, making it the sixth most populous city in California. 132,000 (29%) of the City's residents are foreign born, making Long Beach the most ethnically diverse of the nation's most populous cities.<sup>75</sup> The economy is supported by a variety of industries, including aerospace manufacturing, shipping, healthcare, and education. The Port of Long Beach is the busiest port on the West Coast, handling more cargo tonnage than any other western harbor. In addition, the City maintains a healthy tourist economy, which welcomes more than five million visitors annually.<sup>76</sup>

### **Redevelopment and Historic Preservation Efforts**

In the 1960s City officials began working to revitalize the downtown area and reinvigorate activity at the Pike. In 1962, the City launched its first redevelopment plan in an effort to renew the West Long Beach area. The City acquired the Queen Mary in 1967, with the goal of turning the ship into a tourist attraction. The following year, the Pike's Cyclone rollercoaster made its last run, and soon after, the original oceanfront attractions of the previous seventy years were demolished and replaced with the Long Beach Convention Center, hotels, shops, restaurants, and the marina.<sup>77</sup> In 1983 Howard Hughes's flying boat, the Spruce Goose, was added to list of the tourist attractions.

In the 1970s community advocates began working in earnest to address City issues, including continued deterioration of the downtown center. One group successfully halted the construction of the Garden Grove Freeway (State Route 22), which would have resulted in the demolition of residences and businesses along Seventh Street in East Long Beach. In 1978, the City established the Cultural Heritage Committee, with the mission to identify and protect historic resources.

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<sup>75</sup> Housing Element, II-4 and *USA Today*, March 14, 2001.

<sup>76</sup> City of Long Beach. "Long Beach Facts." Web site: <http://www.ci.long-beach.ca.us/about/facts.asp>.

<sup>77</sup> Hillburg. *Long Beach: A City and Its People*. (120)



Despite an increasing interest in historic preservation on the part of the public, redevelopment efforts in the 1980s continued to result in the loss of historic buildings, such as the Art Deco–style city offices and the historic Carnegie Public Library. During this period six blocks in downtown were demolished to make way for new development. Numerous historic buildings were lost including noteworthy examples of the Public Works Administration Moderne style, such as the 1930–1932 Long Beach Municipal Auditorium, the 1933–1934 City Hall, and the 1936–1937 Veterans Memorial Building.<sup>78</sup>

Redevelopment continued into the 1990s and 2000s, with several major projects in the downtown area and along the shoreline. These included the construction of the Aquarium of the Pacific and the renovation of the Long Beach waterfront area (Queensway Bay).

In the late 1980s the City began the implementation of a comprehensive historic preservation program to address the impact of these redevelopment projects on historic resources and neighborhoods, and in response to the loss of several high profile historic buildings. In 1989 the City of Long Beach was the first city in Los Angeles County to appoint a Historic Preservation Officer to its planning staff. With the establishment of this position, the City began a concerted effort to include historic preservation into City planning efforts.

In 1992 the City adopted its first Cultural Heritage Ordinance, which created a Cultural Heritage Commission and codified procedures for designating historic landmarks and districts, and for demolishing or altering historic resources. That same year Long Beach became a Certified Local Government, allowing the City to directly participate in state and federal review of preservation projects in the City, and to qualify for state grant funding for historic preservation projects.

In 1993 the City of Long Beach adopted a Mills Act Program, which provides a reduction in the property taxes for owners of qualified residential and commercial buildings in exchange for an agreement to rehabilitate and/or maintain the historical and architectural character of the property. The City currently has 128 historic properties that are protected by Mills Act contracts.

The City also encourages the rehabilitation of historic properties, and as a result there have been significant preservation efforts in the last two decades. This is particularly true downtown with the rehabilitation of buildings by renowned architects such as Julia Morgan, Edward Killingsworth, Greene and Greene, and Raphael Soriano.

The City's preservation efforts continued to progress with the update of the Cultural Heritage Ordinance in 2009, and culminate in the creation of a Historic Preservation Element as part of the Long Beach 2030 Plan.

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<sup>78</sup> Gebhard and Winter. Architecture in Los Angeles: A Complete Guide. (96)

## **VII. LEGAL BASIS FOR PRESERVATION**

The identification and protection of historic resources is supported by federal and state regulations. The following discussion provides an overview.

### **Federal Regulations**

#### **National Historic Preservation Act**

The National Historic Preservation Act (NHPA) of 1966, which was most recently amended in 1992, created the framework for preservation activity in the United States. The NHPA redefined and expanded the National Register of Historic Places which had been established by the Historic Sites Act of 1935; created the position of State Historic Preservation Officer (SHPO) to administer state preservation programs; established the Certified Local Government Program; and set up the Historic Preservation Fund to fund the provisions of the Act.

Section 106 of the National Historic Preservation Act is a consultation process with the Advisory Council on Historic Preservation. Section 106 review is required for all federal undertakings on properties listed in or eligible for listing in the National Register.

#### **Amendments to the National Historic Preservation Act**

The 1980 amendments to the National Historic Preservation Act of 1966 provided for the establishment of a Certified Local Government (CLG) program. This program allows for direct local government participation and integration in a comprehensive statewide historic preservation planning process. CLGs are eligible, on a competitive basis, for special matching grants. In order to be a CLG, cities must adopt an historic preservation ordinance; select a qualified preservation commission; provide for adequate public participation; and conduct a comprehensive historic and architectural survey.

Certified Local Governments directly participate in the nomination of historic properties to the National Register of Historic Places and perform other preservation functions delegated by the SHPO under the National Historic Preservation Act. These may include the responsibility to review and comment on development projects for compliance with federal and state environmental regulations, including such activities as Section 106 reviews, review of National Register nominations, and review of rehabilitation plans for projects seeking the Federal Rehabilitation Tax Credit.

## **National Environmental Policy Act**

The intent of the National Environmental Policy Act is to protect the natural and built environment, including historic properties, from adverse effects resulting from federal actions. Before a federal agency may proceed with a proposed action, it must first perform an environmental assessment to determine whether the action could have any significant effect on the environment. If it is determined that the action may have an effect on the environment, the agency must then prepare an Environmental Assessment (EA) or Environmental Impact Statement (EIS) which identifies all environmental impacts resulting from the action and lists mitigation measures and project alternatives which avoid or minimize adverse impacts.

Impacts involving historic properties are usually assessed in coordination with the process established under the National Historic Preservation Act of 1966. Normally, the Section 106 process must be completed before the EA or EIS can be finalized.

## **State Codes and Regulations**

### **California Environmental Quality Act**

The California Environmental Quality Act (CEQA) was enacted in 1970 and most recently modified in 1998. The basic purpose of CEQA is to inform governmental decision makers and the public about the potential significant adverse effects, if any, of proposed activities and projects.

It also provides opportunities for the public and for other agencies to review and comment on draft environmental documents. As environmental policy, CEQA requires that environmental protection be given significant consideration in the decision making process. Historic resources are included under environmental protection. Thus, any project or action which constitutes a significant adverse effect on a historic resource also has a significant effect on the environment and shall comply with the State CEQA Guidelines.

When the California Register of Historical Resources was established in 1992, the Legislature also amended CEQA to clarify which cultural resources are significant, as well as which project impacts are considered to be significantly adverse. A “substantial adverse change” means “demolition, destruction, relocation, or alteration such that the significance of a historical resource would be impaired.”

CEQA defines a historical resource as a resource listed in, or determined eligible for listing, in the California Register of Historical Resources. 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 are also to be considered under CEQA.

Public agencies must treat some resources as significant under CEQA unless the “preponderance of evidence demonstrates” that the resource is not historically or culturally significant. These resources include locally designated properties and properties evaluated as significant in cultural resources surveys which meet California Register of Historical Resources criteria and California Office of Historic Preservation Survey Methodology.

Substantial adverse change in the significance of a 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. A Negative Declaration may be used in lieu of an EIR or EIS when the overall environmental impacts of a project are found to be less than significant.

### **California State Historical Building Code**

The City’s Cultural Heritage Ordinance allows the City of Long Beach to use the State Historic Building Code (SHBC). The intent of the SHBC is to protect California’s architectural heritage by recognizing the unique construction problems inherent in historic buildings and by providing an alternative code to deal with these problems. The regulations of the SHBC are applicable for all issues regarding building code compliance for qualified historical buildings or properties. The definition of a “qualified historical building or property” under the SHBC 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.” Qualified buildings include Lopez Adobe and buildings listed in or determined eligible for listing in the California Register of Historical Resources and National Register of Historic Places; State Historical Landmarks; and State Points of Historical Interest.

In addition, other properties listed on officially adopted registers, inventories, and surveys may qualify. Applicants should work with the Development Services Department to assure that the building is recognized as a qualified site early in any project planning process. State and local agencies, and, under certain conditions, individual property owners, may request opinions from the State Historical Building Safety Board (SHBSB) and staff in Sacramento regarding use and interpretation of the SHBC.

## **VIII. RESOURCE DESIGNATIONS**

Historic resources may be designated at the federal and state levels. Current landmark designations available in Long Beach include: National Historic Landmark, National Register of Historic Places, California Register of Historical Resources, California Registered Historical Landmarks, and California Points of Historical Interest. While some programs place emphasis on architectural character, all use basic criteria relating to a property's place in important events or patterns of development, association with important personages, and architectural significance.

### **National Historic Landmark**

The National Historic Landmark program is conducted by the National Park Service to identify, designate, and protect cultural resources of national significance that commemorate and illustrate United States history and culture. (National Historic Landmarks are identified by special theme studies prepared by National Park Service professionals as an additional level of documentation in the National Register designation process.) Information is compiled on the history, significance, and integrity of the property and a statement on its relationship to the criteria for determining significance is prepared. Nominations are then reviewed by the National Park Service Advisory Board, which forwards recommendations for designation to the Secretary of the Interior for a final decision. National Historic Landmarks are afforded the same limited protections and benefits as properties listed in the National Register of Historic Places.

### **National Register of Historic Places**

The National Register of Historic Places is an authoritative guide to be used by federal, state, and municipal governments, private groups, and citizens to identify the nation's cultural 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, archaeology, 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. The National Register is administered by the National Park Service. Nominations are made to State Office of Historic Preservation (OHP) and reviewed by the State Historical Resources Commission (SHRC), and accepted by the Keeper of the National Register.

Owner consent is required for individual listing in the National Register for 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. A majority of owners within a district must consent for a district to be listed.

Listing in the National Register is primarily honorary and does not in and of itself protect designated properties from demolition or inappropriate alterations. State and municipal 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 (CEQA). 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 California Register is an authoritative guide in California used by State and municipal agencies, private groups, and citizens to identify, evaluate, register, and protect the State's significant historical and archeological resources.

The criteria for listing in the California Register are patterned upon National Register criteria. The California Register consists of resources that are listed automatically through other designations and those that must be nominated through an application and public hearing process. Nominations to the California Register are first submitted to the local government for comment. The local government has 90 days to submit comments to the State Office of Historic Preservation. OHP will notify the property owner and place the item on the next available agenda for the State Historical Resources Commission.

Listing in the California Register requires the consent of the property owner. If the property owner objects to such listing, they must do so in writing. 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.

The oldest designation program in California, California Registered Historical Landmarks, now State Historical Landmarks (SHL), evolved from efforts by private organizations around the turn of the twentieth century. In 1931 the first twenty landmarks were officially named by the state; their selection reflected an emphasis on well-known places and events in California history, such as missions, early settlements, battlegrounds, and gold rush sites. A series of modifications of the program ensued, eventually resulting in specific criteria for designation and a process of review by the State Historical Resources Commission.

Currently, over 1,000 SHLs have been designated in California. SHLs from No. 770 onward are automatically listed in the California Register, and thus enjoy regulatory protection under CEQA as well as eligibility for State incentive programs such as the Mills Act and the State Historical Building Code. Earlier SHLs may also qualify under a procedure established by the California Register. SHLs are marked by plaques and highway directional signs.

### **California Points of Historical Interest**

The California Point of Historical Interest Program was established in 1965 to accommodate an increased interest in recognizing local historic properties not able to meet the restrictive criteria of the State Historical Landmarks program. The criteria for the Points are the same as those that govern the Landmark program, but are directed to local (city or county) areas. California Points of Historical Interest do not have direct regulatory protection, but are eligible for official landmark plaques and highway directional signs. Applications for Points of Interest are reviewed by the Los Angeles County Historical Landmarks and Records Commission.

## **IX. INCENTIVES FOR HISTORIC PRESERVATION**

Incentives for historic preservation are available at the federal and state level. A description of each is outlined below.

### **Federal Programs**

Since 1976, the National Park Service has administered the Federal Historic Preservation Tax Incentive program, in conjunction with the Internal Revenue Service and State Historic Preservation Officers nationwide. Tax incentives have spurred the rehabilitation of historic structures and attracted investment to the historic centers of cities and towns.

Tax incentives for preservation established by the Tax Reform Act of 1986 (PL 99-514; Internal Revenue Code Section 47) include a 20% tax credit for the certified rehabilitation of income-producing properties, and a 10% tax credit for the rehabilitation of non-historic, non-residential buildings built before 1936. Federal rehabilitation tax credits are administered by the U.S. Department of the Interior and the Department of the Treasury. Each dollar of a tax credit reduces the amount of income tax owed by one dollar.

### **20% Rehabilitation Tax Credit**

A 20% rehabilitation tax credit is available to projects that the Secretary of the Interior designates as a *certified rehabilitation of a certified historic structure*.

A *certified historic structure* is any building that is listed individually in the National Register of Historic Places or a building that is located in a registered historic district and certified by the National Park Service as a contributor to the district. A state or local district may qualify if the district is certified by the Secretary of the Interior.

A *certified rehabilitation* is one that meets the Secretary of the Interior's Standards for Rehabilitation. The rehabilitation must be consistent with the character of the property and the project cannot damage or destroy character-defining materials.

In order to be eligible for the twenty percent tax credit, a project must meet certain requirements of the Internal Revenue Code. The building must be depreciable and the rehabilitation must be substantial. A substantial rehabilitation is considered to be greater than \$5,000, or the adjusted basis of the building and its structural components. The rehabilitation can be completed over a 60-month period if there are architectural plans and specifications for all phases of the project. The building must be placed in use in order to receive the tax credit. The tax credit is normally allowed in the taxable year the property is placed in service.



At the time the building is placed in service it must be a certified historic structure, or the owner must have requested a determination from the National Park Service.

The owner must hold the building for five years after the rehabilitation is complete or the credit must be returned. If the owner disposes of the building within a year of placing it in service, 100% of the credit is recaptured. If the property is held between one and five years, the tax credit recapture amount is reduced by twenty percent per year. The National Park Service or the State Office of Historic Preservation may inspect a rehabilitated property at any time during the five years. If work was not completed as described in the application or unapproved alterations were made during the five years, the National Park Service can revoke certification.

### **10% Tax Credit**

A 10% rehabilitation tax credit is available for the rehabilitation of non-historic buildings built before 1936. The rehabilitation must exceed \$5,000 or the adjusted basis of the property and the property must be depreciable. The 10% credit applies to buildings renovated for non-residential uses and excludes rental housing. Hotels are considered to be a commercial use and would qualify for the 10% tax credit. A building that has been moved is not eligible for this tax credit.

For affordable housing projects involving historic rehabilitation, the rehabilitation tax credit can be combined with the Low Income Housing Tax Credit.

### **Preservation Easements**

A preservation easement is a voluntary legal agreement between a historic preservation nonprofit organization and a property owner whereby the owner agrees to forego certain development rights, and agrees that any future changes to the property will meet historic preservation standards. In return, the property owner may take a charitable tax deduction. The receiving organization is obligated to review future proposed changes to the structure to ensure compliance with standards of historic preservation.

Typically an easement is conveyed by the property owner to a nonprofit organization or government agency whose mission includes historic preservation. Once recorded, an easement becomes part of the property's chain of title and continues in perpetuity, ensuring the protection of the structure into the future.

A qualifying property must be listed or determined eligible for listing in the National Register of Historic Places, either individually or as a contributing structure in a National Register Historic District. Both commercial and residential properties are eligible to claim a charitable deduction for an easement donation. The scope of an easement is determined by the property owner making the

donation. An easement may apply to a building's façade, historically significant interior spaces, the land on which the building is located, or to the entire property.

Easement donors may claim a charitable deduction on their federal income taxes for the assessed value of the easement (the difference between the appraised fair market value of the property prior to conveying the easement and its value with the easement restrictions in place). An organization that holds a preservation easement is legally obligated to review and approve the design of proposed changes to the portions of the building covered by the easement. An easement holder receives no financial benefit from accepting an easement.

Easements usually prohibit the owner from demolishing or making alterations to the property without prior review and consultation with the easement holder. Certain easements also require the owner to make improvements to the property or maintain it in a certain physical condition. An easement generally does not restrict the use of a property.

Easements are one of the strongest tools for protecting historic properties from demolition or inappropriate alterations because they are attached to the deed of the property and are enforceable in perpetuity.

### **State Programs**

#### **2007 California Historical Building Code (CHBC) (Part 8, Title 24, C.C.R.)**

The 2007 California Historical Building Code became effective on January 1, 2008. The intent of the CHBC is to save California's architectural heritage by recognizing the unique construction problems inherent in historical buildings and by providing a code to deal with these problems. In some circumstances the CHBC can serve as an economic incentive to owners by reducing the amount of work required for code compliance.

The definition of a *qualified historical building or property* which can apply the code is very broad: "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."

Qualified buildings include buildings listed in or determined eligible for the California Register of Historical Resources and National Register of Historic Places, State Historical Landmarks, and State Points of Historical Interest. In addition, other properties listed on officially adopted registers, inventories, and surveys may qualify. Applicants should work with the Development Services Department to assure that the building is recognized as a qualified site early in any project planning process.

The Building and Safety Division may request opinions from the State Historical Building Safety Board (SHBSB) and staff in Sacramento regarding use and interpretation of the CHBC. Both the building department and applicants may appeal adverse decisions regarding the CHBC directly to SHBSB.

The following list of CHBC chapters illustrates the broad range of alternative provisions which may apply to a historic site.

- Chapter 8-3: Use and Occupancy
- Chapter 8-4: Fire Protection
- Chapter 8-5: Means of Egress
- Chapter 8-6: Alternative Accessibility Provisions
- Chapter 8-7: Alternative Structural Regulations
- Chapter 8-8: Archaic Materials and Methods of Construction
- Chapter 8-9 Mechanical, Plumbing, and Electrical Requirements
- Chapter 8-10: Historic Districts, Sites, and Open Spaces

### **Uniform Code for Building Conservation (UCBC)**

The California State Historical Building Safety Board has designated the Uniform Code for Building Conservation (UCBC) as an acceptable alternate to the CHBC for application to qualified historic buildings. Therefore, a building owner may also use the UCBC in dealing with the Building and Safety Division on code compliance and alteration of existing historic sites.

The UCBC was written “to encourage the continued use or reuse of legally existing buildings and structures.” In cities where the UCBC is adopted as part of the local building code, it applies to all existing structures, not only historic sites. Being a much longer document with many more provisions than the CHBC, the UCBC deserves attention for its possible applications to older buildings. While the CHBC provides resolutions for many cases, the UCBC provides different approaches that could lead to better solutions for some historic structures.

### **Mills Act Program**

The Mills Act of 1972, as amended, (GC Section 50280 et seq.; RTC 439 et seq.) provides a reduction in the property taxes for owners of qualified residential and commercial buildings. The owner must enter into a ten year contract with the local government. In return, the owner agrees to rehabilitate and/or maintain the historical and architectural character of the structure. To implement the program, the local government is required to adopt enabling legislation.

Mills Act contracts offer several advantages to property owners. Participation of the property owner is voluntary. In areas where land value represents a large portion of the market value, such as high density commercial and residential districts, the Mills Act method of valuation adjusts the property tax to reflect the

actual use of the site. This results in a property tax reduction. In the event the property is sold, the Mills Act contract continues and the reduced property tax is passed on to a new owner.

## **Marks Bond**

The Marks Historical Rehabilitation Act of 1976 allows local governments to issue bonds to finance the acquisition, relocation, reconstruction, restoration, renovation, or repair of historic properties. Costs eligible for funding include, but are not limited to, work that is necessary to meet applicable rehabilitation standards and installation of fixtures to make the property useable. Design costs, financing costs, and other incidental expenses are also eligible.

Historic properties eligible for assistance under the program include those of any national, state, or local historical registers or official inventories, such as the National Register of Historic Places and State Historical Landmarks, or any property deemed of importance to the history, architecture, or culture of an area as determined by a local official, historic preservation board or commission, a local legislative body, or the State Historic Resources Commission.

Prior to issuing bonds under this program, the local government must adopt a historical rehabilitation financing program and designate historical rehabilitation areas, which may consist of the jurisdiction's entire geographical area. To issue bonds, a jurisdiction must adopt an historical rehabilitation financing program setting forth the architectural and/or historical criteria to be used in selecting historical properties eligible for bond financing. The jurisdiction must also allow affected citizens to participate in the planning and implementation of the program in the designation of historical rehabilitation areas. A maximum of citizen participation must be provided, including the establishment of a citizen's advisory board.

The Marks Bond Act appears to have rarely been used due to the restriction that developers may not make capital expenditures of more than \$10 Million. Cities or counties are rarely willing to expend the time and money involved in issuing bonds for this small amount. If, however several major historic projects are undertaken in a jurisdiction at the same time and the collective costs and expenses total an amount high enough to justify staff time and fees to issue a bond, then the Marks Bond Act may prove to be a useful and desirable tool.<sup>79</sup>

## **California Heritage Fund of 1993**

The California Heritage Fund (PRC Sections 5020.4, 5024.6, 5079 et seq.) authorizes the State Treasury to receive money for deposit in the Fund Account. The act authorizes the Office of Historic Preservation to make grant awards to public agencies and nonprofit organizations for prescribed historical and

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<sup>79</sup> "State Incentives," <http://ohp.parks.ca.gov/pages/1074/files/state.pdf>.

archaeological resource preservation projects, for historical resource management projects, and for loan of funds for the temporary acquisition of archaeological resources. However, there have been no recent appropriations to the fund. The State Public Works Board may acquire, on behalf of the Office of Historic Preservation, any interest in real property with historical and archaeological significance to secure the preservation of the heritage resource.

## **Local Programs**

### **Endangered Property or Revolving Funds**

The City, in conjunction with a local lender and/or a non-profit organization (501c3), could explore the creation of a revolving fund to facilitate the preservation of endangered properties. Traditionally defined as “a pool of capital created and reserved for preservation, with the condition that the money will be returned to the fund to be reused for similar activities,”<sup>80</sup> preservation revolving funds today involve “options, lines of credit, program-related investments, block grant funds, fees for services, donations of property, bargain sales and other sources of flexible funding.”<sup>81</sup>

### **Fee Waivers**

Building permit and other fee waivers or reductions for owners of historic properties have proven to be a cost-effective incentive for historic rehabilitation. Such waivers acknowledge the public benefit which private property owners provide in using established guidelines in rehabilitation projects. Combined with technical assistance from staff and the use of the SHBC, reduction or waiver of fees underscores the City’s commitment to resource protection.

### **Financial Assistance Available from other City Departments**

Consider Community Development Block Grant (CDBG) funds, HUD grants, the Home Improvement and Commercial Improvement Rebate Programs, the Low-income Homeowner Residential Rehabilitation Loan Program, and the Neighborhood Partners Program for historic rehabilitation projects.

### **Long Beach Navy Memorial Heritage Association**

Grant money is also available for preservation projects within the City of Long Beach from the Long Beach Navy Memorial Heritage Association (LBNMHA). This association was founded in 1998 with a \$4.5 million endowment from the Port of Long Beach as a mitigation agreement for the Port’s acquisition and demolition of the Roosevelt Base Historic District at the former Long Beach Naval

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<sup>80</sup> *Forum News*, Volume XIII No. 3. National Trust Forum, January/February 2007.

<sup>81</sup> *Forum News*, Volume XIII No. 3. National Trust Forum, January/February 2007.

Station. The LBNMHA awards grants between \$5,000 and \$50,000 for qualified historic preservation projects in the city.

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## Appendix A: Designated City Landmarks

| Name                                      | Address                       | Date              |
|-------------------------------------------|-------------------------------|-------------------|
| ACRES OF BOOKS                            | 240 Long Beach Blvd.          | 1924, 1933        |
| ADELAIDE TICHENOR HOUSE                   | 852 E. Ocean Blvd.            | 1904-05           |
| ALFORD HOUSE                              | 333 Obispo Ave.               | 1922              |
| AMBASSADOR APARTMENT BUILDING             | 35 Alboni Place               | 1925              |
| AMERICAN HOTEL                            | 224-230 E. Broadway           | 1905              |
| AMERICAN LEGION POST #560 (HOUGHTON POST) | 1215 E. 59th St.              | 1920s             |
| ANNIE KINNER HOUSE                        | 1612 E. 7th St.               | 1895, 1920        |
| ART DECO BUILDING                         | 312-316 Elm Ave.              | 1930              |
| ART THEATER                               | 2025 E. 4th St.               | 1925, 1933 & 1947 |
| ARTABAN APARTMENTS                        | 10 Atlantic Ave.              | 1921,22           |
| ATLANTIC STUDIO                           | 226 Atlantic Ave.             | 1933              |
| BAKER BUILDING                            | 112 E. 7th St.                | 1924              |
| BANK OF BELMONT SHORE                     | 5354 E. 2nd St.               | 1929              |
| BARKER BROTHERS (demolished)              | 141 E. Broadway/215 Promenade | 1929              |
| BAY HOTEL                                 | 318 Elm Ave.                  | 1924              |
| JAMES C. BEER RESIDENCE                   | 1503 E. Ocean Blvd.           | 1912              |
| BEMBRIDGE HOUSE                           | 953 Park Circle               | 1906              |
| BIXBY RANCH HOUSE                         | 11 La Linda Drive             | 1890              |
| BLACKSTONE HOTEL                          | 330 W. Ocean Blvd.            | 1923              |
| THE BREAKERS                              | 200-220 E. Ocean Blvd.        | 1925-26           |
| BROADLIND HOTEL                           | 149 Linden Ave.               | 1928              |
| ANNA R. BROWN RESIDENCE                   | 1205 E. Ocean Blvd.           | 1901              |
| BUFFUMS AUTOPORT                          | 119-121 W. 1st St.            | 1940-41           |
| BUTLER RESIDENCE                          | 251 Junipero Ave.             | 1932              |
| CALIFORNIAN APARTMENTS                    | 325 W. 3rd St.                | 1923              |
| CAMBRIDGE BUILDING                        | 320 E. Bixby Rd.              | 1960              |
| CANNON HOUSE                              | 332 W. 31st St.               | 1910              |
| CASA AITKEN                               | 725 E. 8th St.                | 1932              |
| CASA DE LA CULTURA                        | 629 Atlantic Ave.             | 1906              |
| CASTLE CROYDON                            | 7th & Orizaba Ave.            | 1912, 1929        |
| CHANCELLOR APARTMENTS                     | 1037 E. 1st St.               | 1922              |

| <b>Name</b>                                    | <b>Address</b>                    | <b>Date</b> |
|------------------------------------------------|-----------------------------------|-------------|
| CHENEY-DELANEY RESIDENCE                       | 2642 Chestnut Ave.                | 1937        |
| CHERRY AVE. LIFEGUARD STATION                  | Foot of Cherry Ave. at beachfront | 1938        |
| CHRISTIAN OUTREACH APPEAL                      | 503-515 E. 3rd St.                | 1924        |
| COFFEE POT CAFE                                | 955 E. 4th St.                    | 1932        |
| COMMUNITY HOSPITAL OF LONG BEACH               | 1720 Termino Ave.                 | 1922-24     |
| COOPER ARMS APARTMENTS                         | 455 E. Ocean Blvd.                | 1923        |
| CRANDELL/HOWARD HOUSE                          | 5725 E. Corso di Napoli           | 1908        |
| CREST APARTMENTS                               | 321 Chestnut Ave.                 | 1922-23     |
| DAWSON/PRAY HOUSE                              | 4252 Country Club Dr.             | 1927        |
| DELKER HOUSE                                   | 153 E. 12th St.                   | 1909        |
| DOLLY VARDEN ROOFTOP SIGN                      | 335 Pacific Ave.                  | 1933        |
| EBELL CLUB                                     | 290 Cerritos Ave.                 | 1924, 1934  |
| EBELL THEATER                                  | 1100 E. 3rd St.                   | 1924        |
| EL CORDOVA APARTMENTS (ROSE TOWERS)            | 1728 E. 3rd St.                   | 1928        |
| ENGINE COMPANY #8                              | 5365 E. 2nd St.                   | 1929        |
| ESSER HOUSE                                    | 1001 E. 1st St.                   | 1929        |
| FAMOUS DEPARTMENT STORE/RITE-AID               | 601-609 Pine Ave.                 | 1928-29     |
| FARMERS & MERCHANTS BANK TOWER                 | 320 Pine Avenue                   | 1925        |
| FIRE STATION #10                               | 1445 Peterson Ave.                | 1925        |
| FIRST CHRISTIAN CHURCH                         | 440 Elm Ave.                      | 1913        |
| FIRST CONGREGATIONAL CHURCH                    | 241 Cedar Avenue                  | 1914        |
| FIRST NATIONAL BANK BUILDING (ENLOE BUILDING), | 101 Pine Avenue                   | 1906        |
| FIRST UNITED PRESBYTERIAN CHURCH               | 600 E. 5 <sup>th</sup> St.        | 1939        |
| FLOSSIE LEWIS HOUSE                            | 628 West 10th St.                 | 1905        |
| FOSTER & KLEISER BUILDING                      | 1428 Magnolia Ave.                | 1923, 1930  |
| THE GARVEY HOUSE                               | 1728 East 7th St.                 | 1905-06     |
| GAYTONIA APARTMENTS                            | 212 Quincy Ave.                   | 1930        |

| <b>Name</b>                           | <b>Address</b>                      | <b>Date</b>      |
|---------------------------------------|-------------------------------------|------------------|
| GEORGE'S 50s DINER                    | 4370-4390 Atlantic Ave.             | 1950             |
| GOLDEN HOUSE                          | 628 W. 10th St.                     | 1886             |
| OLAN HAFLEY HOUSE                     | 5561 E. La Pasada St.               | 1952-53          |
| HANCOCK MOTORS                        | 500 E. Anaheim St.                  | 1928             |
| HARNETT HOUSE                         | 730 Sunrise Blvd.                   | 1918             |
| HARRIMAN JONES CLINIC                 | 211 Cherry Ave.                     | 1930             |
| HEARTWELL/LOWE HOUSE                  | 2505 E. 2nd St.                     | 1919             |
| HENRY CLOCK HOUSE                     | 4242 Pine Ave.                      | 1933             |
| HOME MARKET BUILDING                  | 942-948 Daisy Ave.                  | 1925             |
| HOUSER BUILDING                       | 2740-2746 E. Broadway               | 1929             |
| INSURANCE EXCHANGE BUILDING           | 201-205 E. Broadway                 | 1924/25          |
| JERGINS TRUST BUILDING (demolished)   | 120 E. Ocean Blvd.                  | 1917-1919, 1929  |
| KALE HOUSE                            | 853 Linden Ave.                     | 1907             |
| KELLY HOUSE                           | 705 E. Broadway                     | 1915             |
| KILLINGSWORTH OFFICE                  | 3833 Long Beach Blvd.               | 1955             |
| KIMPSON/NIXON HOUSE                   | 380 Orlena Ave.                     | 1940             |
| KRESS BUILDING                        | 445-455 Pine Ave.                   | 1923, 1929       |
| LAFAYETTE COMPLEX                     | 130-140 Linden Ave.                 | 1928, 1929, 1948 |
| LE GRANDE APARTMENTS                  | 635 East 9th St.                    | 1926             |
| LINDEN HOUSE                          | 847 Linden Ave.                     | 1908             |
| LONG BEACH AIRPORT TERMINAL BUILDING  | 4100 E. Donald Douglas Dr.          | 1941             |
| LONG BEACH MUNICIPAL AUDITORIUM MURAL | 3rd/Promenade                       | 1936-38          |
| LONG BEACH MUSEUM OF ART              | 2300 E. Ocean Blvd.                 | 1912             |
| LONG BEACH PROFESSIONAL BUILDING      | 117 E. Eighth St.                   | 1929             |
| LONG BEACH SKATING PALACE             | 278 Alamitos Ave.                   | 1930             |
| LORD MAYOR'S INN (WINDHAM HOUSE)      | 435 Cedar Ave.                      | 1906             |
| MARINE STADIUM                        | Appian Way at Nieto (Historic Site) | 1931-32          |
| MASONIC HALL BUILDING                 | 5351-53 Long Beach Blvd.            | 1928             |
| MASONIC TEMPLE                        | 230 Pine Ave.                       | 1903             |
| MATLOCK HOUSE                         | 1560 Ramillo                        | 1950             |
| McBRIDE HOME                          | 1461 Lemon Ave.                     | 1919             |
| MERRILL BUILDING                      | 810-812 Long Beach Blvd.            | 1922, 1933       |

| <b>Name</b>                             | <b>Address</b>              | <b>Date</b> |
|-----------------------------------------|-----------------------------|-------------|
| MOORE HOUSE                             | 5551 E. La Posada St.       | 1952-53     |
| OCEAN CENTER BUILDING                   | 110 W. Ocean Blvd.          | 1929        |
| OPDAHL HOUSE                            | 5576 Vesuvian Walk          | 1957        |
| PACIFIC COAST CLUB (demolished)         | 850 E. Ocean Blvd.          | 1926        |
| PACIFIC TOWER                           | 205-215 Long Beach Blvd.    | 1923        |
| PACKARD MOTORS BUILDING                 | 205 East Anaheim            | 1926        |
| PARSONAGE                               | 640 Pacific Ave.            | 1887        |
| PHILLIPS HOUSE                          | 5917 Lemon Ave.             | 1929        |
| JAMES E. PORTER RESIDENCE               | 351 Magnolia Ave.           | 1902        |
| PRESSBURG RESIDENCE                     | 167 East South St.          | 1905        |
| RANCHO LOS ALAMITOS                     | 6400 Bixby Hill Rd.         | 1806        |
| RANCHO LOS CERRITOS                     | 4600 Virginia Rd.           | 1784-1930   |
| RECREATION PARK                         | 4900 East 7th St.           | 1929        |
| RECREATION PARK GOLF COURSE CLUBHOUSE   | 5000 E. Anaheim St.         | 1929        |
| RESIDENTIAL HOME #1                     | 453 Cedar Ave.              | 1905        |
| RESIDENTIAL HOME #2                     | 629 Atlantic Ave.           | 1906        |
| RINGHEIM/WELLS HOUSE                    | 4031 E. 5 <sup>th</sup> St. | 1907-1908   |
| ROWAN/BRADLEY BUILDING                  | 201-209 Pine Ave.           | 1930        |
| SAINT ANTHONY'S CHURCH                  | 540 Olive Ave.              | 1933, 1953  |
| SAINT JOHN MISSIONARY BAPTIST CHURCH    | 732 E. 10th St.             | 1923        |
| SAINT LUKE'S EPISCOPAL CHURCH           | 703 Atlantic Ave.           | 1917, 1934  |
| SAINT REGIS                             | 1030 E. Ocean Blvd.         | 1926        |
| SCOTTISH RITE CATHEDRAL                 | 855 Elm Ave.                | 1926        |
| SEASHELL HOUSE                          | 4325 E. 6th St.             | 1922        |
| SECOND CHURCH OF CHRIST SCIENTIST       | 302 7th St./655 Cedar Ave.  | 1924        |
| SECURITY PACIFIC NATIONAL BANK BUILDING | 102-110 Pine Ave.           | 1924        |
| SILVER BOW APARTMENTS                   | 330 Cedar Ave.              | 1915        |
| SKINNY HOUSE                            | 708 Gladys Ave.             | 1932        |
| THE SOVEREIGN                           | 354-360 W. Ocean Blvd.      | 1922        |
| SUNNYSIDE CEMETERY                      | 1095 E. Willow St.          | 1906        |

| <b>Name</b>                                             | <b>Address</b>         | <b>Date</b> |
|---------------------------------------------------------|------------------------|-------------|
| TERMO COMPANY                                           | 3275 Cherry Ave.       | 1935        |
| TOLBERT HOUSE                                           | 1105 Linden Ave.       | 1911        |
| TRACKER PIPE ORGAN<br>Los Altos United Method<br>Church | 5950 Willow St.        | c. 1850     |
| UNITY CHURCH                                            | 935 E. Broadway        | 1941        |
| VILLA RIVIERA                                           | 800 E. Ocean Blvd.     | 1929        |
| WALKERS DEPARTMENT<br>STORE                             | 401-423 Pine Ave.      | 1929        |
| THE WILLMORE                                            | 315 W. 3rd St.         | 1924        |
| YORK RITE MASONIC<br>TEMPLE                             | 835 Locust Ave.        | 1927        |
| 1163 APPLETON STREET                                    | 1163 Appleton St.      | 1895        |
| 1169-1175 APPLETON<br>STREET                            | 1169-1175 Appleton St. | 1913        |

## Appendix B: Properties listed in the National Register of Historic Places

| <b>Name</b>                                   | <b>Address</b>                           |
|-----------------------------------------------|------------------------------------------|
| Cooper Arms                                   | 455 E. Ocean Blvd.                       |
| First National Bank of Long Beach             | 101-125 Pine Ave.                        |
| Green, Rankin, Bembridge House                | 953 Park Circle                          |
| Long Beach Professional Building              | 117 E. 8 <sup>th</sup> St.               |
| Los Cerritos Ranch House                      | 4600 Virginia Rd.                        |
| Middough Brothers Insurance Exchange Building | 201-205 E. Broadway                      |
| Point Vicente Light House                     |                                          |
| Puvunga Indian Village Sites                  | address restricted                       |
| Rancho Los Alamitos                           | 6400 Bixby Road                          |
| Jennie A. Reeves House                        | 4260 Country Club Drive                  |
| RMS Queen Mary                                | Pier J, 1126 Queensway Highway           |
| Second Church of Christ Scientist             | 302 7 <sup>th</sup> St. / 655 Cedar Ave. |
| U.S. Post Office                              | 300 Long Beach Blvd.                     |
| Villa Rivera                                  | 800 E. Ocean Blvd.                       |
| The Willmore                                  | 315 W. 3 <sup>rd</sup> St.               |