

# Appendix

## A. Historic Overview

The City of Sausalito is a small community incorporated in 1893 in southern Marin County. The City has approximately 7,300 residents and an area of 2.2 square miles. Sausalito is a waterfront community adjacent to Richardson's Bay and the Golden Gate National Recreation Area. The city has steep, wooded hillsides, small to moderate sized lots, and a community of houseboat and live aboard dwellers.

The City's rich history includes indigenous Miwok Indian settlements near the shoreline that sustained themselves on shellfish as well as an abundance of fresh water and game available in the unpopulated hills. The Coast Miwok Indians' territory stretched as far north as Bodega Bay, as far east as the town of Sonoma and included all of present day Marin County. Archeologists hypothesize that the Coast Miwok Indians inhabited this area for at least 5,000 years until the late 18th century when they were forced to work in Spanish missions.

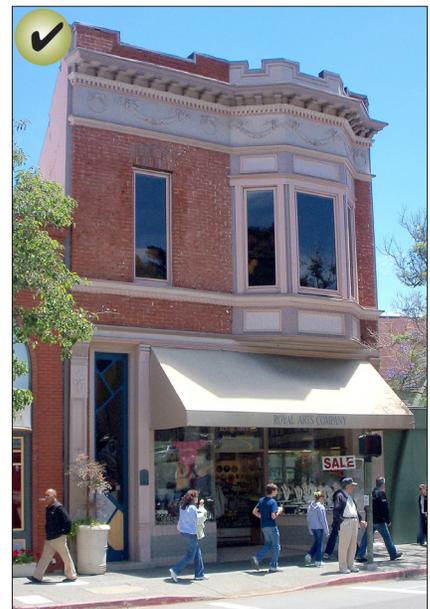
Sausalito's most notable forefather is William Richardson, an Englishman who upon anchoring at Yerba Buena (later to become San Francisco) discovered Sausalito's rich natural resources in the 1830s. He promoted and capitalized on Old Town's Whaler's Cove for its safe harbor, plentiful lumber and fresh water needed to replenish ships laying over in the area.

The territory was in Mexico's hands and only Mexican nationals were allowed to own land. Richardson became a Mexican citizen and married the daughter of the Commandant of the Presidio. He was granted judicial title to the land known as Rancho del Sausalito covering 19,571 acres. He raised cattle, milled lumber and continued his maritime enterprises. Like many of the early land grantees, he was forced to sell his property piecemeal to continue operations eventually leaving little of the original grant for his heirs.

In 1869, ambitious businessmen and promoters wishing to establish Sausalito as California's next boom city formed the Sausalito Land & Ferry Company. Ferry service was set up to shuttle prospective buyers over to stay in the hotels and purchase the newly laid-out residential lots. In 1874 the Sausalito Land and Ferry Company convinced the North Pacific Coast Railroad to extend tracks along the Sausalito waterfront. This was the start of Sausalito's diverse population—wealthy landowners building villas and cottages in the hills and working class ferry operators, railroad workers, boat builders, dairy farmers and merchants moving into more modest houses in the downtown and New Town/Caledonia Street areas to the north. This interdependency defined the early culture of Sausalito.

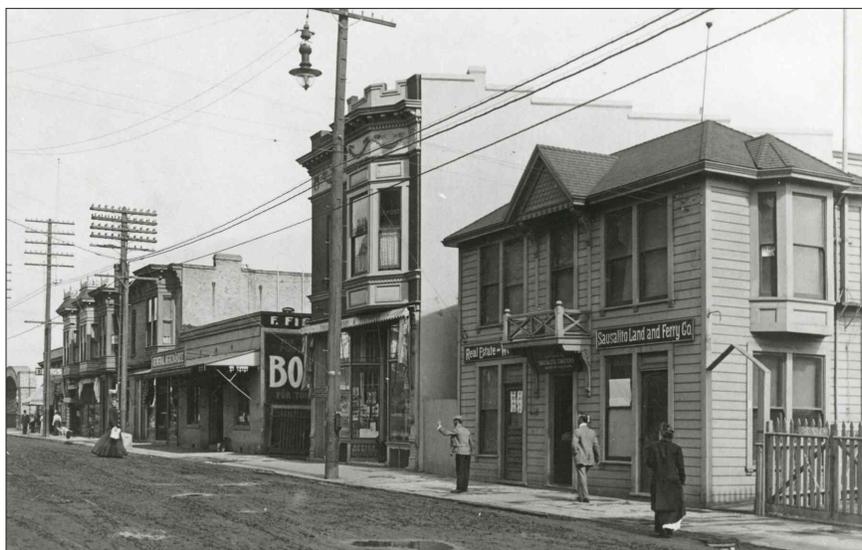


*An early photograph.*



*2010 photograph.*

*A notable Sausalito building is shown early in its history. Today, the building retains many of its character-defining features. Future improvements could include replacing the fixed upper-story windows with double-hung windows.*



*In 1869, ambitious businessmen and promoters wishing to establish Sausalito as California's next boom city formed the Sausalito Land & Ferry Company. Many of the community's historic buildings were constructed during this time in what is now classified as the Downtown Historic Overlay District.*

Many of the community's historic buildings were constructed during this time in the area which is now classified as the Downtown Historic Overlay District. Narrowly passing, the residents of Sausalito voted to incorporate as a city on September 4, 1893. This new status allowed for the civic amenities that were lacking at this time—a fire department, street lighting, telephone service and a water company. The opening of the Golden Gate Bridge in 1937 changed the transportation dynamics by replacing the need to arrive by ferry or train with access by the automobile. The railway and ferries were mostly dismantled by 1941. At the outbreak of World War II in 1942, Sausalito was chosen by the Federal Government and the Bechtel Corporation as a suitable site for the building of Liberty ships and tankers. The Pine Point area in the northern waterfront was leveled and marshland filled for the Marinship Corporation yard. The shipyards worked around the clock with 70,000 workers building 93 ships in three and a half years. Housing stock was at a premium and many "in-law" units were created. At the close of operations, the population decreased by 20,000.

Post-war Sausalito has evolved into an eclectic and dynamic community with a variety of architectural styles including Victorian, Bungalow, Arts and Crafts, Mid-Century, contemporary and unique houseboats. Affordable rents and an easy-going pace attracted students and artists who formed the early "Art Colony" in the late 1940s. Many talented and innovative individuals have resided here since. Although many 19th century commercial and residential historic buildings remain in existence, it is the Downtown Historic District which provides the greatest snapshot of Sausalito's history.

## B. General Principles of Historic Preservation

Historic preservation is well established in Sausalito. While community goals and economic conditions change over time, preserving the city's heritage remains a primary goal. This chapter provides an overview of the general principles of historic preservation and its benefits. It then provides guidance on how to plan a preservation project and outlines treatment options for historic properties.

These general principles will be considered when determining the appropriateness of improvements to properties in the Historic District, as well as other historically significant properties elsewhere in the city.

### What Does Historic Preservation Mean?

Preservation means keeping properties and places of historic and cultural value in active use and accommodating appropriate improvements to sustain their viability while maintaining the key, character-defining features which contribute to their significance as cultural resources. It also means keeping cultural resources for the benefit of future generations. That is, while maintaining properties in active use is the immediate objective, this is in part a means of assuring that these resources will be available for others to enjoy in the future. Historic preservation is also an integral component of initiatives in neighborhood livability, sustainability, economic development and culture.

### The Concept of Historic Significance

#### Age of Historic Resources

What makes a property historically significant? In general, properties must be at least 50 years old before they can be evaluated for potential historic significance, although exceptions do exist when a more recent property clearly has historic value.

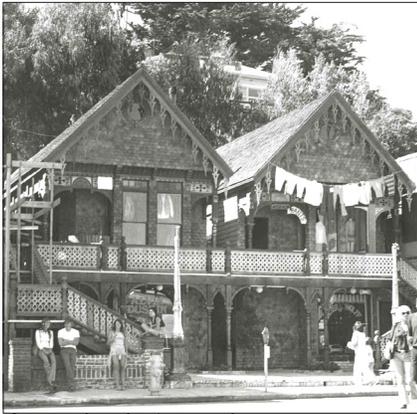


*An early photograph.*



*2010 photograph.*

*A notable Sausalito building is shown early in its history. Today, the building retains many of its character-defining features.*



An early photograph.



2010 photograph.

*Many historic structures experienced changes over time as design tastes changed or need for additional space occurred. Some were modest alterations. Some of these alterations now may be historically significant.*

In most cases, a property is significant because it represents or is associated with a particular period in its history. Building fabric and features dating from the period of significance typically contribute to the significance of the structure.

A historic district also has a period of significance, which is the case with the Downtown Historic District. The “period of significance” of a property is noted in National Register nominations. Structures built after this period are considered non-contributing.

### **Concept of Integrity**

In addition to being historically significant, a property also must have integrity, with a sufficient percentage of the structure dating from its period of significance. The majority of the building’s structural system and materials should date from the period of significance and its character-defining features also should remain intact. These may include architectural details, storefronts, cornices, moldings and upper-story windows on commercial buildings and dormers, porches, ornamental brackets, and moldings on residential buildings. The overall building form and its materials should also remain primarily intact. These elements allow a building to be recognized as a product of its own time.

### **Alterations that Affect Significance**

Many historic structures experienced changes over time as design tastes changed or need for additional space occurred. Some were modest alterations. For example, a new dormer may have been added. In some cases, an owner would construct a wing for a new bedroom, or expand the kitchen in a residential building. Additions on the backs of commercial structures were also common. Many of these occurred while retaining the original characteristics that were key features. These alterations remained subordinate in scale and character to the main building and were often executed using materials that were similar to the original.

Some of these alterations now may be historically significant. An addition constructed in a manner compatible with the original building and associated with the period of significance is an example, and it too may merit preservation in its own right.

In contrast, more recent alterations usually have no historic significance and may even detract from the character of the building and obscure significant features, such as enclosed porches on a residential building. Removing such an alteration may be considered in a rehabilitation project. Historic features that have been modified can also be restored, which is encouraged.

The tradition of making compatible alterations is anticipated to continue. That is to say, alterations to historic structures can occur. It is

important, however, that any alteration be designed in such a manner as to preserve the historic character and integrity of the primary structure.

### Criteria for Determining Significance

A property may be significant for one or more of the following reasons:

- Association with events that have made a significant contribution to the broad patterns of the history, culture or heritage of Sausalito, California, or the United States,
- Association with the life or lives of one or more people important in the past,
- Embodies distinctive characteristics of a type, period, region, or method of construction, or that represent the work of an important creative individual, or possess high artistic values,
- A structure that yields or may be likely to yield, information important in history or prehistory,
- A structure, property, object, site, or area with sufficient integrity of location, design, materials and workmanship to make it worthy of preservation or restoration, or
- An established and familiar natural setting or visual feature of the community.

## Preservation Principles

With an understanding of the basic concepts of historic significance and integrity, it is now important to review the key principles which underlie the more specific design guidelines that appear later in this document. The following preservation principles apply to all historic properties:

### Respect the historic character of a property.

- Changing the style of a historic resource or making it look older than its actual age is inappropriate. Confusing the character by mixing elements of different styles or periods can adversely affect the appearance and historic quality of the property.

### Seek uses that are compatible with the historic character of the property.

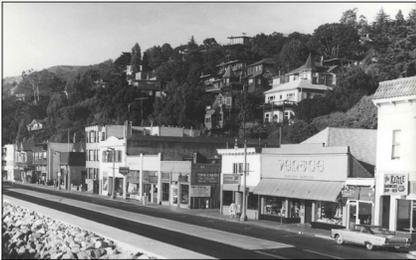
- Converting a building to a new use different from the original use is considered to be an “adaptive reuse,” and is often a sound strategy for keeping an old building in service. For example, converting a residential structure to offices is an adaptive use. A good adaptive use project retains the historic character of the building while accommodating a new function. Building uses that are closely related to the original use are preferred. Every reasonable effort should be made to provide a compatible use for the building that will require minimal alteration to the building and its site.
- Changes in use requiring the least alteration to significant elements are preferred. In some instances, however, a radical change in use may be necessary to keep the property in active

## California State Criteria

The City will also apply the State of California criteria for determining significance of a property.

### Criteria for Designation

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



*A property also must have integrity, with a sufficient percentage of the structure remaining intact. Reviewing early photographs of the Historic Overlay Zoning District can help an owner to identify early character-defining features.*

service. In order to adapt a building to a new, and substantially different use, the alterations required may be too extreme and the loss of historic building fabric would result in a loss of integrity. In most cases designs can be developed that respect the historic integrity of the building while also accommodating new functions.

### **Maintain significant features and stylistic elements.**

- Distinctive stylistic features and other examples of skilled craftsmanship should be treated with sensitivity. The best preservation procedure is to maintain historic features from the outset to prevent the need for repair later. Protection includes maintaining historic material through appropriate maintenance such as rust removal, caulking, limited paint removal and reapplication of paint.

### **Preserve original site features, building materials and design features.**

- Preserve original site features such as rock retaining walls.
- Avoid removing or altering original materials and their finishes.
- Preserve original doors, windows, porches and other architectural features.

### **Repair deteriorated historic features and replace only those elements that cannot be repaired.**

- Upgrade existing material, using recognized preservation methods whenever possible. If disassembly is necessary for repair or restoration, use methods that minimize damage to original materials and the replacement of original configuration.

## C. Benefits of Historic Preservation

Historic landscapes, sites, structures, buildings and features are the essential assets in the city's identity. These assets are valued in terms of the quality of life, construction, economic vitality, and environmental sustainability. Investment in these assets ensures that the social, cultural, and economic vitality of the city is maintained and enhanced. If lost, they are lost forever, along with the documentation of the city's unique history.

### Livability and Quality of Life

The distinct character of Sausalito reinforces the city's identity and sense of community. When historic buildings occur on a block, they create a street scene that is "pedestrian friendly," which encourages walking and neighborly interaction. Decorative architectural features also contribute to a sense of identity. This sense of place also reinforces desirable community social patterns and contributes to a sense of security, that enhances the quality of life for all.

### Construction Quality

Often the quality of early construction was high. Lumber came from mature trees, was properly seasoned and typically milled to "full dimensions," providing strong framing and construction. Buildings also were thoughtfully detailed and the finishes were finely crafted—characteristics that owners today appreciate. The quality of construction in earlier buildings is therefore an asset which is valued.

### Adaptability

Owners also recognize that the floor plans of many historic properties easily accommodate changing needs. Rooms in both historic homes and commercial buildings permit a variety of uses which helps keep these structures in active use.



*The distinct character of Sausalito reinforces the city's identity and sense of community. When historic buildings occur on a block, they create a street scene that is "pedestrian friendly," which encourages walking and neighborly interaction.*

## **Environmental Benefits**

Sustainable development and the conservation of resources are central principles of historic preservation. Sensitive stewardship of the existing building stock reduces our environmental impact. Preserving and adapting a historic structure is sound environmental policy in all respects. In basic terms, re-using a building preserves the energy and resources invested in its construction, and reduces the impacts of producing new construction materials.

### **Embodied Energy**

Embodied energy is defined as the amount of energy included to create the original building and its components. Preserving a historic structure retains this energy. Studies confirm that the embodied energy lost when a structure is demolished will take many years to “recover” in energy savings that may occur with a new structure. Many older buildings in Sausalito have been created using substantial levels of energy to source, cut, cure, dress or fire the materials. Wood, stone, brick, and glass all manifest the energy investment of their creation and the energy invested in building construction. If demolished, this investment in embodied energy is lost and significant new energy demands are required to replace it. In addition, according to the EPA, building debris constitutes around a third of all waste generated in the country. This can be reduced significantly if historic structures are retained rather than demolished.

### **Sustainable Building Materials**

Durable traditional materials of wood, stone, and brick were built for longevity, in a manner that allows for repairs to be conducted easily. Many new structures utilize a significant percentage of manufactured materials such as vinyl and plastic. These synthetic materials themselves are by nature unsustainable in the extraction of raw materials. High levels of energy are involved in production, with an inherently short life span envisioned for the material and its component.

The sustainable nature of historic construction is best illustrated by a historic wood window, which can be repaired through reglazing and patching or splicing wood elements. Older windows were built with well seasoned wood from stronger, durable, weather resistant old growth forests. Contemporary windows are often irreparable, with replacement being the only option. If a seal is disturbed in a vinyl window the best approach is to replace that particular window, rather than repair the part, as is the case for a historic wood window.

## **Building Energy Savings**

Energy savings are not usually achieved by replacing original building fabric with contemporary alternatives. Repair and weatherstripping or insulation of the original elements is more energy efficient and much less expensive. As much as 50% of the energy lost from a house is from air infiltration through the attic, uninsulated walls, and around the windows and door cavities, and not through the glazing of windows and doors. Proper caulking and insulation around windows and doors, combined with adding insulation in attic space saves energy at a higher rate than by replacing single paned wood windows with double or triple paned alternatives. Adding 3.5 inches of insulation in the attic has three times the R value impact compared with moving from the least energy efficient single pane window with no storm window to the most efficient new window. Other techniques to improve energy efficiency without replacing historic building elements include adding weather stripping to windows and doors, interior storm windows, and the installation of insulated window shades.

## **Economic Benefits**

The economic benefits of investing in historic properties is well-documented. Because historic properties are finite and cannot be replaced, they can be precious commodities. Preservation therefore adds value to property. Other benefits center on rehabilitation projects and on the income brought in from heritage tourism.

## **Historic Rehabilitation Projects**

Direct and indirect economic benefits accrue from rehabilitation projects. Direct impact refers to the actual purchases of labor and materials, while indirect impact can be defined as expenditures associated with the project, such as manufacturing labor. These can be added to create the “total” impact. Preservation projects are generally more labor intensive, with up to 70% of the total project budget being spent on labor, as opposed to 50% when compared to new construction. This means that more of the money invested in the project will stay in the local economy and not be used towards materials and other costs manufactured or sourced outside the community. Furthermore, a rehabilitation project will provide functional, distinctive, and affordable space for new and existing small businesses. This is especially relevant to the local economy where many local businesses operate in historic buildings.



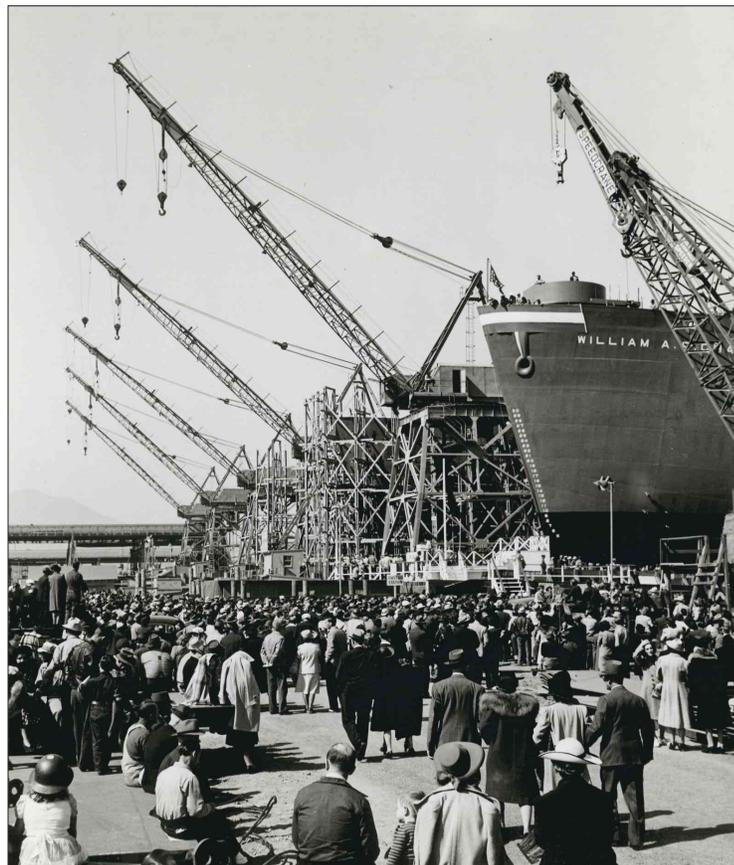
*Heritage tourism is a benefit of investment in historic preservation. Heritage tourism helps generate employment in hotels, bed and breakfasts, motels, retail stores, restaurants, and other service businesses.*

## **Heritage Tourism**

Heritage tourism is another benefit of investment in historic preservation, as people are attracted to the cultural heritage sites within an area. Sausalito has an established tourist economy, which can be enhanced through an increased focus on its unique historic resources. These resources provide visitors with a glimpse into Sausalito's history and its contribution to state and national history. Cultural heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources. Heritage tourists spend more on travel than other tourists. Benefits of heritage tourism include the generation of employment in hotels, bed and breakfasts, motels, retail stores, restaurants, and other service businesses.

## **Incentives**

Many incentives are available for historic preservation, including financial incentives, such as tax incentives, and development incentives, such as code flexibility.



*Heritage tourism means traveling to experience the places that authentically represent the stories and people of the past and present. It includes cultural, historic, and natural resources.*

## **D. Financial Incentives for Historic Preservation**

### **Federal Incentives**

#### **Federal Historic Preservation Tax Incentives**

The Federal Historic Preservation Tax Incentives program is one of the Federal Government's most successful and cost-effective community revitalization programs. The Preservation Tax Incentives reward private investment in rehabilitating historic properties such as offices, rental housing and retail stores. A tax credit differs from an income tax deduction. An income tax deduction lowers the amount of income subject to taxation. A tax credit, however, lowers the amount of tax owed. Tax credits are awarded for the certified rehabilitation of qualifying historic structures.

### **State Incentives**

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

Historic buildings are often incompatible with standard building codes, and the alterations required to bring them up to code can be costly and extensive, and may even harm the historic integrity of the structure. Allowing historic structures to comply with codes that are more flexible or designed specifically for historic properties can often result in higher quality preservation projects. The State Historical Building Code (SHBC) allows a community to approve reasonable alternatives to standard building and mechanical requirements for buildings officially designated by the community as having historic value.

The SHBC is noteworthy because it is essentially a performance code rather than a prescriptive code. And although certain sections such as "Access" and "Structural" have prescriptive elements, even these elements exist to provide a framework within which unique solutions may be custom tailored to the specific problems related to each historic resource. Also noteworthy is the fact that the "Triggers" routine found in standard building code, requiring full upgrading of the facility, do not exist for qualified historic buildings.

#### **Further Information:**

[http://www.parks.ca.gov/?page\\_id=21410](http://www.parks.ca.gov/?page_id=21410)

## **Grants to Certified Local Governments**

In recognition of the need to involve local governments in historic preservation, the 1980 amendments to the National Historic Preservation Act provided a specific role for them in the national program by establishing the Certified Local Government (CLG) program. A CLG is a local government whose historic preservation program has been certified by the Office of Historic Preservation and the National Park Service. In order to strengthen the federal/state/local partnership, the Historic Preservation Fund (HPF), a line item in the federal budget, provides an annual grant to each state historic preservation office. At least ten percent of the state's annual HPF allocation is passed through to CLGs on a competitive basis. HPF grants are awarded to CLGs on a 60/40 (federal/local) matching basis. It is worth noting that Community Development Block Grant (CDBG) funds, discussed elsewhere in this document, are federal funds that may be used as local match for federal grants such as CLG grants. Sausalito became a CLG on July 14, 2011, and is eligible to apply for CLG grants.

CLG grants can be used for historic preservation planning activities, but not for bricks and mortar projects. Allowable projects include:

- Preservation Plans or Preservation Elements of General Plans
- Historic Preservation Ordinance Revisions
- Architectural, Historical and Archeological Surveys and Resurveys
- District Nominations to the National Register of Historic Places
- Archeological Preservation Plans
- Training Programs
- Historic Structure Reports
- Information Technology Projects
- Web Page Development

### **Further Information:**

California's CLG Program:

[www.ohp.parks.ca.gov/default.asp?page\\_id=1072](http://www.ohp.parks.ca.gov/default.asp?page_id=1072)

National CLG Program:

[www2.cr.nps.gov/clg\\_p.htm](http://www2.cr.nps.gov/clg_p.htm)

## **Mills Act - California Property Tax Abatement Program**

Since 1972 the Mills Act, sponsored by Senator James Mills of Colorado, has provided property tax relief to help preserve designated historic properties in California. It is a permissive program subject to approval and adaptation by city and county governments.

In order to help rehabilitate and maintain qualified historic properties, the Mills Act program allows for the voluntary creation of a contract between a private property owner and the city or county to provide a reduction in property taxes. The property tax relief is calculated by the county assessor using the capitalization of income method to reflect the Mills Act restrictions placed on the property. Mills Act properties are subject to annual reassessments by County Assessors which may result in slight increases in property taxes each year.

### **Further Information:**

[www.ohp.parks.ca.gov/default.asp?page\\_id=21412](http://www.ohp.parks.ca.gov/default.asp?page_id=21412)  
OHP Technical Assistance Series #12

## **Other Incentives**

### **Tax Deduction for Facade Easements**

A facade easement is a charitable tax deduction available to owners of historic buildings for donating a facade easement to a nonprofit, publicly supported organization. In return for a deduction on federal income taxes, property owners authorize the nonprofit organization to review exterior alterations to the building. Organizations such as the National Trust for Historic Preservation and the American Easement Foundation generally accept such facade easement donations.

### **Permit Fee Grants**

Though not currently used in Sausalito, many communities use grants to assist with the City's permit fees as a historic preservation incentive. This may include fees such as building permits, utility and impact fees and parking fees.

## **E. Resources**

### **The Secretary of the Interior's Standards for the Treatment of Historic Properties**

The Secretary of the Interior's Standards for the Rehabilitation of Historic Buildings are general rehabilitation guidelines established by the National Park Service. These standards are policies that serve as a basis for the design principles presented in this document. The Secretary's Standards state that:

1. A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
2. The historic character of a property shall be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, shall not be undertaken.
4. Changes to a property that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and, where possible, materials. Replacement of missing features shall be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, shall be undertaken using the gentlest means possible. Treatments that cause damage to historic materials shall not be used.
8. Archeological resources shall be protected and preserved in place. If such resources must be disturbed, mitigation measures shall be undertaken.

9. New additions, exterior alterations, or related new construction shall not destroy historic materials, features, and spatial relationships that characterize the property. The new work shall be differentiated from the old and shall be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

Design for alterations and additions to existing properties should not be discouraged when such alterations and additions do not destroy significant historical, architectural or cultural material. Such design should be compatible with the size, scale, color, material and character of the property, neighborhood and environment.

The following is a link to the Secretary of Interiors Standards for Rehabilitation: <http://www.nps.gov/history/preservation.htm>



*An early photograph.*



*2010 photograph.*

*A property shall be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.*

When considering a preservation project, there are additional on-line resources one may consider. The first resource is offered by the Technical Preservation Services Department of the National Park Service, in the United States Department of the Interior. The Technical Preservation Services provides home owners, preservation professionals, organizations, and government agencies with reference materials and information to preserve and protect the nation's historical resources. Resources include, but not limited to the following:

- The Secretary of the Interior's Standards for the Treatment of Historic Properties. Apart from the preservation principles previously identified in this appendix, the Standards also include a series of concepts about maintaining, repairing and replacing historic materials, as well as designing new additions or making alterations.
- The Secretary of the Interior's Standards for Rehabilitation and Illustrated Guidelines on Sustainability for Rehabilitating Historic Buildings. The Guidelines provide suggestions on how to make changes to improve energy efficiency and preserve the character of historic buildings.
- Preservation Briefs. Preservation Briefs provide guidance on preserving, rehabilitating and restoring historic buildings. Examples of preservation briefs include roofing materials for historic buildings, exterior paint, additions to historic properties, conserving energy in historic buildings, etc.
- Links to other resources including, but not limited to Tax Incentives and on-line Educational Resources.

For more information on the Technical Preservation Services, please visit:

<http://www.nps.gov/history/hps/tps/index.htm>.

The second resource is provided by the California State Office of Historic Preservation (OHP). The OHP administers the Federal Rehabilitation Tax Credit Program and provides architectural review and technical assistance to government agencies and the general public, manages the California Historical Resources Information System Historical Resources Inventory database (listings of archeological and historical resources), provides local government assistance to aid communities in developing and adopting historic preservation planning approaches, administers the State and National Register, in addition to administering the California Historical Landmarks and Point of Interest programs.

For more information on the California OHP, please visit: [http://www.parks.ca.gov/?page\\_id=1054](http://www.parks.ca.gov/?page_id=1054)