

**NEW
CORRESPONDENCE
FOR
APRIL 14, 2008
MEETING**

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P A S A D E N A H E R I T A G E

CITY OF PASADENA
CITY CLERK

April 10, 2008

Mayor Bogaard and Members of the City Council
City of Pasadena
100 North Garfield Avenue
Pasadena, CA 91109

RE: National Register Nomination of the Pasadena Arroyo Parks and Recreation District



Dear Mayor Bogaard and Members of the City Council:

On behalf of Pasadena Heritage we are writing to renew our request for your support for our nomination of the Central and Lower Arroyo to the National Register of Historic Places as an historic district under the Cultural Landscape category.

At your request, we postponed the hearing of this nomination by the State Historical Resources Commission from February 1st to April 23rd. We have spent the last several months working with City staff, the RBOC, and a variety of neighborhood groups to educate the public about the nomination and its implications. We are grateful to members of the RBOC and Darryl Dunn, and the leaders of Pasadena's neighborhood associations and community organizations for taking the time to meet with us to discuss the nomination.

It is our hope that with this additional outreach, as well as with the information contained herein, we will have the City Council's support for recognizing the historic importance of the Arroyo in Pasadena. Following are the most common questions and concerns we have identified through this process, particularly from our prior appearance before the Council and our discussions with the RBOC, with answers that we hope will be helpful to you in consideration of this matter.

What is the National Register of Historic Places?

The National Register is the national listing of historic sites and buildings administered by the National Park Service. Additional information regarding the implications of being listed in the National Register is attached.

Who can nominate buildings or sites to the National Register and how does it work?

Any person, organization or entity can submit a nomination and must demonstrate in the documentation that the building or place meets the criteria for listing on the National Register. Individual properties, districts (groupings of properties), thematic groups (various designed by noted architect), natural resources, and cultural landscapes are some of the categories under which nominations are classified. The

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Arroyo nomination has been submitted under the Cultural Landscape category. (See information attached.)

What is the process for the consideration of a nomination?

Nominations are submitted to the State Office of Historic Preservation where staff members review the document. They often request changes or additional information, and, if they are then satisfied that the nominated building or site meets the criteria for listing in the National Register, the State Historic Preservation Officer will schedule a hearing at the State Historical Resources Commission. The State Office notifies the owner(s) of the property that it is considering the nomination, the date of the public hearing, and a date by which the owner can respond. If the Commission approves the nomination, it is forwarded to the Keeper of the National Register at the National Park Service in Washington where the nomination is accepted, processed, and the site is then listed.

Can a building be listed on the National Register if the owner doesn't want it to be listed?

No, for privately-owned property. If the owner objects, the property will not be officially listed, but will be declared eligible for listing.

Yes, for publically-owned property. A governing body can comment, support or object, but its comments are considered advisory and do not prevent listing in the National Register, provided the building or site meet the criteria. The Arroyo is publically-owned and, therefore, comments from the City Council are considered advisory. Of course, it is always preferable to have the Council endorse a nomination. (The Preservation Commission and Recreation and Parks Commission have expressed support for the nomination.)

Why has Pasadena Heritage nominated the Arroyo to the National Register?

Three reasons:

- 1) It is part of our mission as an historic preservation organization to identify, research and nominate historic sites as local landmarks and to the National Register.
- 2) The Arroyo Seco is an historic site and a place we have devoted a great deal of time and resources to preserving over the last 30 years. This nomination is one more step in that process.
- 3) The Cultural Landscape category is new category which was meant to provide for sites like the Central and Lower Arroyo which are a combination of a natural environment and manmade structures or uses within it which respect its natural setting.

The Brookside golf courses have been of particular concern. Do they have to be included?

Yes. The Brookside Golf Club is a very important part of the nomination both in terms of its size and the history of recreation in the Arroyo. It is important to recognize, however, that only the golf courses themselves and one small restroom are identified as "contributing structures". The clubhouse, parking lots, other out-

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buildings, and individual details of each hole are not identified as historic features. Over the past few months, we have been working with the RBOC on the language related to the golf courses in the nomination, and have made a number of changes at their request.

Brookside manager Dave Sams spoke with several golf courses that are listed in the National Register, and they reported that the listing has not prevented them from making necessary improvements and upgrades to their courses. American Golf, which operates Brookside Golf Course, does not object to our nomination, and it was reported that the consultant working with the RBOC on current golf course improvements commented that being listed in the National Register would be a positive thing.

Will being listed in the National Register change the City's process for making decisions about the Arroyo (including the Rose Bowl, Brookside Golf Club, and other uses?)

No. Our city process will not change. The City Council remains in control of all decisions regarding the Arroyo. The RBOC retains all the powers and responsibilities given to it by the City Council.

Will State or Federal Agencies have a say in what we do?

Only if federal funds are used in a project. When there is federal money used for a project, they are entitled to review the project. If the project affects historic features of a National Register site, the State Office of Historic Preservation or National Park Service would review the treatment of historic resources under the 106 Review process. Because Pasadena already uses national historic preservation standards (the Secretary of the Interior's Standards) as its own standards for review and approval, projects in Pasadena are generally in good standing with federal reviewers. (Please see attached additional information regarding Section 106.)

Will being part of this new district affect the Rose Bowl and the master plan process?

No, because the Rose Bowl is already a National Historic Landmark and all its historic features and the issues surrounding those have been clearly identified and are already being considered as part of the master plan process.

Will being part of this new district affect the capital improvement projects already underway or on the current schedule for the Golf Course?

No. We have reviewed the capital improvement projects with RBOC staff and none of the projects listed would trigger additional review procedures. The golf course use, the boundaries, and the configuration of the courses (routing) are the only historic features specifically identified. Since the greens, tees, bunkers, landscaping, water features, roughs, and other details have changed over time and will likely continue to be modified to respond to changes in the game, they are not identified as specific historic features. Existing historic features must be considered in any planning, (both now and in the future) but the City Council will be able to decide what is best

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for the community. Listing in the National Register does not preclude making changes.

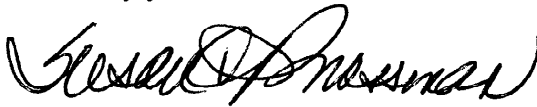
We hope this helps to clarify some of the issues raised the last time the nomination was considered. Enclosed for your information are the following:

- **A list of the contributing buildings and sites in the nomination.**
- **Some highlights of the history of the Arroyo from the nomination.**
- **A Fact Sheet about the National Register of Historic Places.**
- **Information about Cultural Landscapes.**
- **Information about Section 106.**
- **A list of golf courses and clubs already listed in the National Register.**
- **Information regarding assessing golf courses as historic resources.**

Pasadena Heritage prepared the Arroyo Seco Parks and Recreation District nomination to bring recognition and honor to the Arroyo -- a truly magnificent historic place that is also a varied and vital recreational resource in our community. Given that Pasadena is a destination as an historic city, and recognizing that historic preservation goals and practices have contributed significantly to our economic stability and success in recent decades, we believe this nomination will further Pasadena's reputation and may even create possible funding opportunities in the future.

We hope to have your support for this nomination and for a positive recommendation to the State Historic Preservation Officer for their meeting on April 23. Thank you for your consideration of this request.

Sincerely yours,



Susan N. Mossman
Executive Director



Christine Lazzaretto
Preservation Director

P A S A D E N A H E R I T A G E

Contributing Resources to the historic district:

Brookside Golf Club (Course #1 and #2)

Rose Bowl Stadium

Brookside Park:

 Rookery

 Picnic area

 Bandstand

 Pergola

 Baseball diamonds

 Tennis courts

Brookside Theater

Jackie Robinson Memorial Field and Stadium

Fannie Morrison Horticultural Center

Holly Street Bridge

Colorado Street Bridge

Mayberry & Parker Bridge

La Casita del Arroyo

La Loma Bridge

San Rafael Bridge

Lower Arroyo Seco Park

Bird Sanctuary

Historic Highlights of Pasadena's Arroyo Parks & Recreation District:

The City first began acquiring land in the Arroyo to create a public park in 1909.

A 1918 plan for the Arroyo recommended that the lower Arroyo be preserved as a natural park, while the Central Arroyo be developed with active recreational uses.

The City planned on the development of a golf course in the Arroyo since 1918. The first nine holes were constructed in 1925 with funding from the Chamber of Commerce; the course was completed with additional funds from the Municipal Light and Power Department. The second course was an employment relief effort, and received funding from the public employees union.

The Rose Bowl was designated a National Historic Landmark for its role in the history of collegiate sports as the long-term site of the oldest and most renowned post-season college football game.

In 1912, the City acquired land for the development of a small park in the Arroyo; the site was originally known as the Sheep Corral Springs, as sheep from the San Gabriel Mission grazed there.

In 1914, Mrs. Brooks donated \$3,000 toward the construction of a municipal plunge in the park, and the City named it Brookside Park in her honor.

In 1932, Myron Hunt designed the stadium, dugouts, and adjoining clubhouse at Jackie Robinson Memorial Field (originally called Brookside Park Baseball Field). The Chicago White Sox used Brookside as their spring training ground in 1933.

The Fannie Morrison Horticultural Center (now Kidspace Children's Museum) was designed in 1938 by noted local architect Fitch Haskell, and was funded by a \$55,000 donation from Fannie Morrison.

2 ½ acres were donated to the City for the creation of a public park in 1909 by Dr. Rudolph Schiffman and became Lower Arroyo Seco Park, the City's first effort to create a public park in the Arroyo.

Created in 1935, the Bird Sanctuary was built in honor of Emma Dickinson, who had donated a portion of her large estate and \$45,000 to the City when she died. The Bird Sanctuary is just one of several examples of private donations of land or funds to support the public enjoyment of the Arroyo.

**OFFICE OF HISTORIC PRESERVATION
DEPARTMENT OF PARKS AND RECREATION**

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**NATIONAL REGISTER OF HISTORIC PLACES
FACT SHEET**

The National Register of Historic Places is the nation's official list of buildings, structures, objects, sites, and districts worthy of preservation. The National Register was established by the National Historic Preservation Act of 1966. The purposes of the Act are: to insure that properties significant in national, state, and local history are considered in the planning of federal undertakings; and to encourage historic preservation initiatives by state and local governments and the private sector.

The following benefits are associated with National Register listing:

1. Listed properties may use the State Historic Building Code, a more flexible alternative to the Uniform Building Code. The use of this code may save owners money when repairing or rehabilitating their properties.
2. Under the Tax Reform Act of 1986, a privately owned building that is listed in the National Register or is a contributing building in a National Register historic district may be eligible for a 20% federal income investment tax credit based on the costs of a qualified rehabilitation of the building. These credits apply only to income-producing, depreciable properties, including residential rental properties. The credits do not apply to owner-occupied residential properties. Plans for the rehabilitation are reviewed by the State Historic Preservation Office and the National Park Service, and work on the building must meet federal rehabilitation standards.
3. The Tax Treatment Extension Act of 1980 provides federal tax deductions for preservation easements that result in a decline of fair market value, when conservation restrictions are placed on the property by the owner.
4. All properties and districts listed in or eligible for listing in the National Register are considered in the planning of federal undertakings such as highway construction and Community Development Block Grant projects. "Federal undertakings" also include activities sponsored by state or local governments or private entities if they are licensed or partially funded by the federal government. "Federal undertakings" **do not** include loans made by banks insured by the FDIC or federal farm subsidies. National Register listing does not provide absolute protection from federal actions that may affect the property. It means that if a federal undertaking is in conflict with the preservation of a National Register property, the California Office of Historic Preservation will negotiate with the responsible federal agency in an effort to eliminate, minimize, or otherwise take into account the undertaking's effect on the historic property. This review procedure applies to properties that are determined eligible for the National Register in the day-to-day environmental review process, as well as those actually listed in the National Register.
5. In California, a local tax assessor may enter into contracts with property owners for property tax reductions through the Mills Act.
6. Qualification for grants when funds are available.

7. Listed properties are recognized for their architectural or historic worth, an intangible benefit that is nonetheless valuable. Listing in the Register is primarily an honor, meaning that a property has been researched and evaluated according to established procedures and determined to be worthy of preservation.
8. Properties listed in, or officially determined eligible for listing in the National Register are automatically listed in the California Register of Historical Resources.

The following may sometimes be regarded as restrictions on National Register listed properties:

1. A project receiving federal assistance such as Community Development Block Grant funds must be reviewed by the Office of Historic Preservation to determine and hopefully avoid or lessen any potentially adverse effects on National Register properties. Any work undertaken using federal funds must generally use the Secretary of the Interior's Standards for Rehabilitation Projects. Please note, however, that if a property is not listed, but is eligible for listing, the same requirements apply. In other words, actual listing does not increase the owner's responsibility under the law.
2. If a project is subject to the California Environmental Quality Act (CEQA), then the National Register designation of a property (or the determination of its eligibility) would indicate its significance and the need to take into account any effects of the project on the property. Note - this is not necessarily a drawback, depending on the point of view of the owner/local agency. Note also that significance can also be evidenced by other state or local designation, surveys, or other professional evaluation.
3. A local agency may tie listing in the National Register to restrictions imposed locally, such as design review. This does not come automatically with listing, however, but must come about as a result of separate local action. Check with your local government.
4. If a property is listed in the National Register, either individually or as a contributor in a National Register district, the owner may not take the 10% federal investment tax credit available for rehabilitation projects on commercial buildings constructed prior to 1936. By following the Secretary of the Interior's Standards, however, the owner may take the 20% tax credit.
5. Proposals to demolish or significantly alter a National Register property damaged in an earthquake or other natural disaster may be subject to review by the Office of Historic Preservation. (See Section 5028 of the Public Resources Code.)

There are some common misconceptions about the implications of listing:

1. It is not true that the federal, state, or local government assumes any property rights in the building as a result of listing. Owners are not required to open their homes to the public. If a project is not subject to CEQA, to local preservation ordinances, or to the other environmental regulations outlined above, owners are free to make changes to their property. It is possible that the property could be so altered, however, that it would be removed from the Register.
2. Unfortunately, it is also not true that there are large sums of money available to assist owners and local agencies in rehabilitating National Register properties. Funds are very limited, with the federal tax credits being the most generally available financial assistance.

Cari Goetcheus

Cultural Landscapes and the National Register

Since the early 1980s, the National Register and the field of historic preservation as a whole have matured in their ability to provide assistance in understanding and documenting cultural landscapes. Cultural landscapes, as defined in the National Park Service (NPS) *Cultural Resource Management Guideline*, are “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.”*

When one looks to early National Register nominations there is thorough documentation of the building, but rarely a comprehensive description of the relationship of that building to its site, its landscape context, or any unique details of a designed or vernacular landscape. In most cases, if a landscape is mentioned it refers to a formally-designed garden or landscape directly adjacent to the building. This comment is not to fault the nomination preparers of those times, but to reinforce that it is crucial in understanding the “whole story,” that nomination preparers incorporate into each nomination form information that is as comprehensive as possible (i.e., archaeological, architectural, landscape information, etc.). It is an injustice to the resource to tell only part of the story. The Register has attempted to address this problem by producing a number of bulletins that directly relate to cultural landscapes, including:

How to Evaluate and Nominate Designed Historic Landscapes
Guidelines for Identifying, Evaluating, and Registering America's Historic Battlefields
Guidelines for Evaluating and Registering Cemeteries and Burial Places
Guidelines for Identifying, Evaluating, and Registering Historic Mining Properties
Guidelines for Evaluating and Nominating Properties that Have Achieved Significance Within the Past Fifty Years

Guidelines for Evaluating and Documenting Rural Historic Landscapes

Guidelines for Evaluating and Documenting Traditional Cultural Properties

Each of the aforementioned documents has directly impacted the quality of the nominations that have been approved over the last decade. The nomination preparers are more consistently attempting to incorporate landscape content into their documentation, and in some cases landscapes are the primary resource being nominated. To further the effort in understanding, two new bulletins are currently in production: one on historic roads and one on the development of suburbs (see McClelland's article, p. 33). These publications will further our collective understanding of these important resources, as well as propose how to nominate them to the National Register.

Two other NPS programs provide information on and assistance for cultural landscapes inside and outside the national park system. The first program developed was the Historic Landscape Initiative, which provides guidance, disseminates guidelines, and raises awareness about cultural landscapes through partnerships with federal and state agencies, professional organizations, colleges, and universities. The second program, the Park Cultural Landscapes Program, provides similar leadership and guidance concerning the cultural landscape issues within the 386 units of the national park system.

As an example of how the National Register is used in a NPS cultural landscape program, the Cultural Landscapes Inventory (CLI) of the Park Cultural Landscapes Program is briefly discussed. The CLI is an evaluated inventory of all cultural landscapes having historical significance in each unit of the national park system. The CLI provides the NPS with baseline information about cultural landscapes in a national park. The National Register guidelines provide the framework and criteria for determining significance, integrity, boundaries, and contributing and non-



Ebey's Landing
National
Historical
Reserve,
Coupeville,
Washington.
NPS photo.

contributing resources. Landscapes addressed in the CLI include those listed in or eligible for the National Register of Historic Places.

To clearly indicate the National Register status of a given landscape, the CLI records both National Register documentation and National Register eligibility. National Register documentation ranges from landscapes listed in the National Register with adequate documentation; to landscapes listed as a part of a historical unit of the system (as required by the National Historic Preservation Act of 1966) with no documentation; to landscapes physically located within the boundaries of a National Register property, but not specifically identified or described in the nomination; to landscapes with no documentation.

The NPS historical landscape architects who prepare the inventories are trained professionals who have developed the park's cultural landscape information based on historical research, analysis, and evaluation of the resources. Throughout the inventory process, the identified park cultural landscapes are discussed with the appropriate state historic preservation office (SHPO) to facilitate the Determination of Eligibility process. NPS regional historical landscape architects work with SHPOs to confirm which landscape characteristics contribute to the significance of the property, along with an associated list of contributing and non-contributing resources.

Once all of the cultural landscape information has been input into the CLI database and there is concurrence from the SHPO that the identified landscapes are eligible for the National Register, the CLI database has the ability to print individual National Register nomination forms for each landscape. To date, more than 3,000 cultural landscapes have been identified within the national park system as potentially eligible for the National Register.

Although the NPS, including the National Register, has matured in its thoughts about and approaches to cultural landscapes, there is an ongoing challenge to describe the tangible and intangible aspects of cultural landscapes. Throughout the maturation of the field of landscape preservation, a variety of terms have been developed to describe these aspects which collectively give a landscape character and aid in the understanding of its cultural value. Typically, these terms address the physical aspects of a landscape (circulation, vegetation, structures) and the more intangible cultural and natural processes (cultural traditions, land use, and natural systems).

The need for clear and consistent terminology cannot be overstated. There are distinctions between the National Register program, the park programs, and the non-park programs in the use and application of terminology. In essence, the distinction relates to resource types defined by NPS policy, and categories for listed properties in the National Register defined by the National Historic Preservation Act. The NPS *Cultural Resource Management Guideline* defines four general types of cultural landscapes, not mutually exclusive: historic sites (e.g., presidential homes, battlefields), historic designed landscapes (e.g., urban plazas, formal estate gardens), historic vernacular landscapes (e.g., farmsteads, ranches), and ethnographic landscapes (e.g., Native American, African American, Scandinavian American landscapes). Categories for properties listed in the National Register are defined in the National Historic Preservation Act as, "districts, sites, buildings, structures, and objects." The Register recognizes the cultural landscape categories defined in NPS policy as descriptive terms; however, it officially lists the landscapes as either "districts" or "sites."

Ultimately, as the field of landscape preservation continues to develop, there will undoubtedly be further discussions about evaluating, documenting, and registering cultural landscapes.

Note

- * National Park Service, *Cultural Resource Management Guideline*, Release No. 5, 1997 (NPS-28), p. 179.

Cari Goetcheus is a licensed landscape architect with a graduate degree in historic preservation from the University of Georgia. She works for the Park Cultural Landscapes Program, National Park Service, Washington, DC.

Section 106 of the Historic Preservation Act:

<http://www.achp.gov/NHPA.pdf>

“The head of any agency having direct or indirect jurisdiction over a proposed Federal or federally assisted undertaking in any State and the head of any Federal department or independent agency having authority to license any undertaking shall, prior to the approval of the expenditure of any Federal funds on the undertaking or prior to the issuance of any license, as the case may be, take into account the effect of the undertaking on any district, site, building, structure or object that is included in or eligible for inclusion in the National Register. The head of any such Federal agency shall afford the Advisory Council on Historic Preservation established under Title II of this Act a reasonable opportunity to comment with regard to such undertaking.” [emphasis added]

**From the Code of Federal Regulations, Title 36: Parks, Forests, and Public Property
Chapter, National Park Service, Department of the Interior**

Part 60: National Register of Historic Places

<http://www.nps.gov/nr/regulations.htm>

s 60.2 Effects of Listing under Federal Law

The National Register is an authoritative guide to be used by Federal, State, and local 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. Listing of private property on the National Register does not prohibit under Federal law or regulation any actions which may otherwise be taken by the property owners with respect to the property.

(a) The National Register was designed to be and is administered as a planning tool. Federal agencies undertaking a project having an effect on a listed or eligible property must provide the Advisory Council on Historic Preservation a reasonable opportunity to comment pursuant to section 106 of the National Historic Preservation Act of 1966, as amended. The Council has adopted procedures concerning, inter alia, their commenting responsibility in 36 CFR Part 800 (<http://www.achp.gov/regs-rev04.pdf>). Having complied with this procedural requirement the Federal agency may adopt any course of action it believes appropriate. While the Advisory Council comments must be taken into account and integrated into the decision-making process, program decisions rest with the agency implementing the undertaking. [emphasis and link to 36 CFR Part 800 added]

(b) Listing in the National Register also makes property owners eligible to be considered for Federal grants-in-aid for historic preservation.

COUNTRY CLUBS LISTED IN THE NATIONAL REGISTER OF HISTORIC PLACES

STATE	COUNTY	RESOURCE NAME	ADDRESS	CITY	LISTED
AL	Baldwin	Golf, Gun & Country Club	651 Johnson Ave.	Fairhope	7/1/1988
AL	Jefferson	Country Club Historic District	Roughly bounded by Highland Ave, 33rd St., 34th St., Pawnee Ave., and 29th St.	Birmingham	11/17/2003
AZ	Maricopa	Country Club Park Historic Subdivision	Thomas Rd. to Virginia Ave. and 7th St. to Dayton St.	Phoenix	12/21/1994
CO	Denver	Country Club Historic District	Roughly bounded by 1st and 4th Aves., Race and Downing Sts.	Denver	7/10/1979
CO	Denver	Country Club Historic District (Boundary Increase)	Between Downing & University, E. 4th Ave. and N of Alameda Ave.	Denver	9/27/1985
CT	Litchfield	Norfolk Country Club House	Golf Dr.	Norfolk	8/2/1982
FL	Duval	San Jose Country Club	7529 San Jose Blvd.	Jacksonville	4/10/1985
FL	Orange	Winter Park Country Club and Golf Course	761 Old England Ave.	Winter Park	9/17/1999
IL	Cook	Olympia Fields Country Club	2800 Country Club Dr.	Olympia Fields	2/9/2001
IL	Cook	South Shore Country Club	71st St. and S. Shore Dr.	Chicago	3/4/1975
IL	Lake	Bowen, Joseph T., Country Club	1917 N. Sheridan Rd.	Waukegan	11/30/1978
IN	Marion	Hillcrest Country Club	6098 Fall Creek Rd.	Indianapolis	9/29/2004
KS	Cowley	Arkansas City Country Club Site	Address Restricted	Arkansas City	8/25/1978
KY	Johnson	Paintsville Country Club	KY 1107 at Davis Branch	Paintsville	1/26/1989
KY	Woodford	Clifton Country Club	1190 Buck Run Rd.	Versailles	11/7/1995
MI	Lapeer	Druden Community Country Club--General Squier Historic Park Complex	4725 S. Mill Rd.	Dryden	6/5/1986
MN	Hennepin	Country Club Historic District	Roughly bounded by 45th St., Arden Ave., 50th St., and Browndale Ave.	Edina	4/26/1982
MO	St. Louis	Norwood Hills Country Club	1 Norwood Hills Country Club Dr.	Ferguson	2/25/2005
NE	Douglas	Country Club Historic District	Roughly 50th to 56th Sts., Corby to Seward Sts.	Omaha	12/30/2004

STATE	COUNTY	RESOURCE NAME	ADDRESS	CITY	LISTED
OH	Cuyahoga	National Town and Country Club	2401 Euclid Ave.	Cleveland	10/30/2003
OH	Franklin	Columbus Country Club Mound	Address Restricted	Columbus	2/15/1974
OK	Carter	Dornick Hills Country Club	519 N. Country Club Rd.	Ardmore	9/2/2003
PA	Allegheny	Oakmont Country Club Historic District	Hulton Rd.	Oakmont	8/17/1984
SC	Horry	Ocean Forest Country Club	5609 Woodside Dr.	Myrtle Beach	11/7/1996
SD	Lawrence	Tomahawk Lake Country Club	US 385	Deadwood	10/26/2005
TX	Floyd	Floydada Country Club Site	Address Restricted	Floydada	11/7/1979
WI	Dane	Blackhawk Country Club Mound Group (47 DA 131)	Address Restricted	Madison	8/1/1979
WV	Ohio	Wheeling Country Club	355 Oglebay Dr.	Wheeling	4/26/1990

GOLF COURSES LISTED IN THE NATIONAL REGISTER OF HISTORIC PLACES

STATE	COUNTY	RESOURCE NAME	ADDRESS	CITY	LISTED
AL	Baldwin	Golf, Gun & Country Club	651 Johnson Ave.	Fairhope	7/1/1988
CO	Denver	City Park Golf	Roughly bounded by E. Twenty-sixth Ave., Colorado Blvd., E. Twenty-third Ave., and York St.	Denver	9/17/1986
CT	Hartford	Hartford Golf Club Historic District	Roughly bounded by Simsbury Rd. and Bloomfield Ave., Northmoor Rd., Albany Ave., and	West Hartford	6/26/1986
DC	District of Columbia	Langston Golf Course Historic	Roughly, Anacostia Park N of Benning Rd.	Washington	10/15/1991
FL	Orange	Winter Park Country Club and Golf Course	761 Old England Ave.	Winter Park	9/17/1999
IA	Plymouth	Le Mars Municipal Park and Golf Course Historic District	Jct. of Le Mars, 4th Ave., NE or IA 3	Le Mars	8/8/2001
IN	Howard	Kokomo County Club Golf Course	1801 Country Club Dr.	Kokomo	9/20/2006
IN	Lawrence	Otis Park and Golf Course	Tunnelton Rd.	Bedford	12/20/2002
LA	Caddo	Lakeside Municipal Golf Course	2200 Milam	Shreveport	6/1/2005
LA	East Baton Rouge	City Park Golf Course	1442 City Park Ave.	Baton Rouge	12/20/2002
ME	Knox	Mequinticook Golf Club	212 Calderwood Ln.	Rockport	7/22/1993
MI	Keweenaw	Keweenaw Mountain Lodge and Golf Course Complex	SW of Copper Harbor on U.S. 41	Copper Harbor	6/18/1980
NC	Buncombe	Municipal Golf Course	226 Fairway Dr.	Asheville	4/20/2005
NJ	Union	Baltusrol Golf Club	201 Shunpike rd.	Springfield	5/6/2005
NY	Monroe	Tall Maples Miniature Golf Course	4083 Culver Rd.	Sea Breeze	12/31/2002
NY	Suffolk	Shinnecock Hills Golf Club	Bet. Cty Rd. and Sebonac Rd.	Southampton	9/29/2000

STATE	COUNTY	RESOURCE NAME	ADDRESS	CITY	LISTED
OH	Cuyahoga	Euclid Golf Allotment	Roughly bounded by Cedar Rd., Coventry Rd., Scarborough Rd., W. St. James Pkwy, and Ardleigh	Cleveland Heights	8/23/2002
OH	Stark	Clearview Golf Club	8410 Lincoln St. SE	East Canton	2/16/2001
PA	Allegheny	Longue Vue Club and Golf Course	400 Longue Vue Dr., Verona	Penn Hills Township	5/10/2005
PA	Delaware	Merion Golf Club, East and West Courses	Ardmore Ave.	Ardmore	12/21/1989
TN	Davidson	Belle Meade Golf Links Subdivision Historic District	Roughly bounded by Windsor Dr., Blackburn and Pembroke Aves., Westover Dr. and	Nashville	7/7/2004
UT	Weber	El Monte Golf Course Clubhouse	1300 Valley Dr.	Ogden	4/1/1985
WI	Waukesha	Menomonee Golf Club	N73 W13430 Appleton Ave.	Menomonee Falls	9/21/1988
WV	Berkeley	Opequon Golf Club	Golf Club Rd. E of Opequon Cr.	Martinsburg	4/28/1995

Susan E. Smead and Marc C. Wagner

Assessing Golf Courses as Cultural Resources

Golf courses are gradually emerging as an important cultural resource in the United States, able to reveal much about social history and the development of community planning and recreational landscape design. After its beginnings in this country in the late 19th century, golf grew tremendously in popularity during the 1910s and 1920s. What has been called the “Golden Age of Golf” occurred during this era, when most of our greatest courses were designed and constructed. Golf’s popularity, and the redesign of existing courses and the construction of new ones, has continued nearly unabated since. American golf courses and their associated structures and buildings are nearly all 20th century in origin and as cultural resources, they have rarely been threatened, other than by the updating of facilities. Typically, there has been little pressure to identify and evaluate golf courses. This situation is changing. Golf courses were usually constructed on the outskirts of communities or at resort developments. As suburban America alters with the expansion of sprawl and as interest increases in the history of suburbia, land planning, and landscape architecture and design, the need to

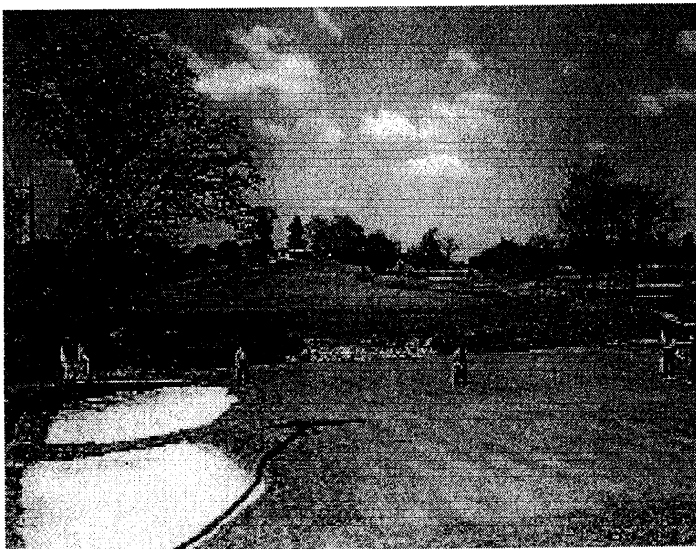
understand the importance of the golf course as a cultural resource has increased.

The popular location for golf courses in the tamed, pastoral land between the city and rural America speaks of the continuing attraction that this environment holds, which in large part accounts for the appeal of the suburbs. Ideally incorporating convenient access to the city with the most attractive attributes of life in the country, this was an advantageous location for golf courses where generally large open land parcels offered terrain that could be manipulated into a successful course. Golf courses were often built as part of a planned residential community, or as a feature at a country club, with the very name of this social and recreational institution evoking the favorable associations given the suburban environment. Frequently, golf courses and their associated buildings from the early and mid-20th century reveal much about the stratification of American society by economic class, ethnic and racial identification, and gender. Changes in golf course buildings and their uses often reflect the changes that have occurred in American society, as doors have been opened to those previously barred from full participation in various aspects of American life. Golf courses and their associated buildings can function as a record of important social development. As landscapes, golf courses evolve over time through natural change, use, and redesign, and thereby present challenges in cultural resource evaluation.

History of Golf in the United States

The origins of golf in the United States are not clearly known, just as they are shrouded in myth and mystery in Europe. What is apparent is that the game came from Scotland to the United States, moving fairly quickly in the late 19th century from an amateur’s informal pastime played on rough open land to an organized game conducted on a constructed course. Golf is believed to have originated in Holland, where in its early form it was actively played by the early 16th century. However, it has long been a pastime in Scotland, where it is variously credited with dat-

Hermitage Golf, Henrico County, Virginia. View from the first hole looking toward the club house (west) in c. 1948. Photo courtesy Dementi Studio, Richmond, Virginia.



ing to the late 1400s, the mid-14th century, and even to the 12th century. In the United States, there are documented references to the game in the 18th century. It was not until the late 1880s that lasting interest in the game was established by John Reid, a Scottish immigrant living in Yonkers, New York. Reid had prospered sufficiently in his industrial ventures that he had enough free time and extra money for leisure activities. Tiring of other recreational pursuits, Reid determined to try golf and in 1887, he obtained golf equipment from the legendary links at St. Andrews in Scotland. In 1888, Reid and a circle of adventurous friends formed the St. Andrews Golf Club, considered the first permanent club in the United States and began playing the game using three holes laid out in Reid's cow pasture.

From these modest beginnings, golf's popularity quickly spread and golfing clubs were formed and courses were set up in other U.S. cities. Golf's popularity grew largely as a game played by wealthy men at private clubs with public facilities such as the course at New York's Van Courtland Park a rare exception.

The prosperous 1920s saw a rapid rise in interest in golf. By 1930, there were 2.25 million Americans engaging in the game; from 742 golf courses in 1916, the number of facilities grew to 5,691 by 1930. During the next two decades, as the Great Depression crippled the American economy and World War II took young men off to war, pursuit of the game of golf became a luxury to most of those who might otherwise have played and fewer courses were constructed. By the late 1940s, golf competitions were reviving and interest in the sport was again gaining ground. As new courses were built and existing courses modified, course lengths were often increased, offering more yardage at each hole to accommodate the greater distance that improved clubs and stronger players could drive the ball. While American golf courses of the 20th century's early decades were almost invariably modeled on the well-known links in Scotland, an American style gradually appeared as simultaneous advances in course maintenance equipment and turf management led to a more cultivated type of golf course.

Golf Course Architects

Two of the best known and most talented golf course architects working in the United States in the early 20th century were Donald J.

Ross (1872-1948) and Albert Warren Tillinghast (1874-1942). Donald Ross emigrated from Scotland in 1899, after gaining a wealth of knowledge about the game of golf and Scottish golf course design. He had set himself the task of learning all that he could about the game with the intention of applying his knowledge in America as golf grew in fashion in his newly adopted country. His training included a stint at St. Andrews studying with "Old Tom" Morris (1821-1908), the revered golf pro who managed the St. Andrews green and was the first recognized golf course architect.

A.W. Tillinghast was born to a monied family in Philadelphia and, after years of experience playing the game of golf, fell into course design in response to a friend's invitation to lay out a country club course in 1909. This started Tillinghast on a life-long career during which he designed or reworked courses throughout the country. While not as prolific as Ross, who estimated that he worked in 45 of the 48 states during his career, Tillinghast more frequently visited sites where his golf course designs were being installed and often oversaw their construction. Tillinghast is known for the variety of his courses with no two alike. Ross designed well over 400 courses and because of the era's impediments to speedy travel, he was not able to visit them all or to make more than one or two inspections of those he did see. To serve his many clients, he maintained a winter office in Pinehurst, North Carolina, a summer office in New England, and three branch offices, while often relying on his employees to oversee construction from his detailed drawings. Ross is known for upholding the Scottish tradition of course design by relying on naturalness in construction and building simple, but strategically calculated holes that would punish the overly bold player. Emphasis on natural features is also found in Tillinghast's work, as both Ross and Tillinghast looked for favorable natural conditions when siting golf courses and sought to alter the natural terrain, vegetation, and soil conditions as little as possible. Sandy soil with dunes, hillocks, and rolling ground were considered ideal and were epitomized by conditions found on parts of Long Island, New York; near Cape Cod, Massachusetts; and in the sand barrens of Pinehurst, North Carolina.

Golf Course, Structures, and Buildings

While golf courses vary widely in their layouts and topographic characteristics, there are

certain constant components. The primary resource is the landscape. A regulation course, at least by the 1940s, was understood as having 18 holes with a total length of between 5,000 to 7,000 yards (the total measurement from the tee to the putting green hole of all 18 holes). Each hole consists of three distinctive primary sections: the teeing ground, the fairway (containing the putting green), and the rough. On the teeing ground, the grass is maintained at a lower cut and the surface is even. This is the area where the player hits the golf ball into play. The fairway is the long section between the teeing ground and the putting green, where the grass is usually at moderate length. At the putting green, the 4.25 inch diameter hole is cut as the eventual target for the player. Putting green grass is low and very fine in order to offer better ball rolling characteristics. Around the tee, fairway, and putting green are areas referred to as the rough. The rough usually includes less carefully maintained grass, shrubs, and trees.

The design signature of the master golf architect is how he or she lays out the circulation pattern and manipulates the land mass to challenge the player's effort to place the ball in the 18 holes. Each hole will have characteristics that make it more or less challenging. Hazards, or obstacles that challenge the player, take several forms. Bunkers and water features are the most common hazards. The bunker is a recess or hole, typically containing sand, and water hazards may be a brook, a stream, a natural marsh, a natural seaside, or a lake inlet. The master designer will take advantage of, or improve upon, land forms to create further challenges. Dramatic or subtle shifts in the levels and planes of the land are common; swales and mounding can add to the difficulty of a course. The visual line of play can also offer challenges. Strategically-sited trees and other natural plantings form visual barriers and sometimes holes are laid out in dogleg form with a right or left jog in the fairway before it gives way to the putting green. Other minor features that may be found on golf courses include practice putting greens, most often located near the club house and driving ranges.

Some of the earliest course designs in the United States had peculiar geometric characteristics that recalled the lines of classical French geometric landscapes of the 18th century. The bunkers on these earlier courses were neat rectangular forms, much like small swimming pools;

land forms called chocolate drop mounds, with an appearance befitting their descriptive name, were often used. This type of course fell from favor as the influence of naturalistic Scottish designs reached America in the early 20th century taking inspiration from famous courses in Scotland such as St. Andrews and North Berwick. The practice of making stylistic references to precedence in golf course design is not unlike the use of stylistic references in building design and landscape architecture.

A major component of most golf courses is the club house. While some of the most celebrated courses in the United States have large architect-designed club houses or building complexes, many have more modest buildings and some of the early clubs never expanded into multi-service complexes with other facilities such as swimming pools and tennis courts. Nonetheless, there are very impressive architect-designed buildings on some historic courses. Clifford Charles Wendehack published *Golf & Country Clubs* in 1929 in which notable architects who designed golf course club houses are listed throughout the work, including Holabird and Roche, Albert Kahn, Mellor, Meigs and Howe, Addison Miner, and George B. Post and Sons. Occasionally, the club house may have been a pre-existing residence. Because golf courses were often built in rural areas, surviving farm buildings sometimes became golf course service buildings; barns and equipment sheds were often retained to house maintenance equipment or golf carts.

Some club houses reflect the important social evolution of the game of golf. Caddies were more popular before the advent of golf carts in the 1950s and in many clubs there was a separate area or even a separate building for caddies. As women pursued more active athletic lifestyles as the 20th century progressed, locker rooms and separate facilities were incorporated into previously male dominated institutions. There are historic courses that have lost their original club house or the building may survive in heavily remodeled condition. Secondary features that are often included on golf courses are storm shelters, water fountains, ball cleaning stands, benches, maintenance buildings (usually on remote parts of the course), walls, bridges, and fences. There may also be a separate residence for the assigned professional golfer or the course manager. In elaborate, often architect-designed complexes,



Sewell's Point
Golf Course Club
House. Photo by
Susan E. Smead.

there are usually other sports facilities, such as pool houses, stables, tennis courts, residential facilities, or a grounds keeper's complex. In the 1950s, one of the significant evolutions of the game occurred when golf carts were introduced. Within several years, new networks of paved roads were built to facilitate vehicular travel, which subtly changed the overall design of the course. (Historically, "carts" were the wheeled bag racks that were used before the introduction of motorized golf "cars." Modern vernacular has blurred this distinction.)

Evaluation of the Golf Course

The evolutionary nature of designed landscapes presents challenges in evaluation of golf courses for the National Register of Historic Places. Guidance on the evaluation of historic designed landscapes such as golf courses is offered within *National Register Bulletin 18, How to Evaluate and Nominate Designed Historic Landscapes*. A golf course and its associated buildings presents several components that require consideration to evaluate the course as a cultural resource. Within the overall golf course landscape, each hole consisting of the teeing ground, the fairway, and the putting green, should be regarded as a potential contributing unit. The layout of the holes, the overall configuration and circulation of the 18 play areas, and the design of each hole should be noted. Often golf course designs will show the clear influence of an earlier, renowned course, or will have features found on other courses, and consideration of these factors helps to place a particular course within a stylistic context. The very impressive, architect-designed buildings on some historic courses may enhance the overall design sophistication of the course, and add to the significance of the resource.

Buildings that existed before a course's construction and were called into service as club houses and secondary buildings, becoming part of the overall course design, can gain significance through their use in support of the golf course. The presence or lack of a club house, or its degree of integrity, may be important in establishing the eligibility of the whole golf course, but there are cases where the design of the landscape may be significant enough to overcome the loss of a club house, or its loss of integrity. The work of the golf course architect may be significant enough to stand alone. Generally, the natural evolution of a golf course, including slight redesign and the incorporation of new features such as roads for golf carts, will not lessen significant characteristics of an important course.

Sewell's Point Golf Course, Naval Station Norfolk, Norfolk, Virginia

Sewell's Point Golf Course was designed by Donald Ross in 1926, and laid out as an 18-hole course based on the Muirfield links in Scotland. The overall design presents a counterclockwise circle along a perimeter formed by holes one through 10, surrounding a clockwise circle tracing holes 11 through 18. Built around 1926, the club house is strategically placed at the point where the circular pattern alters so that a nine-hole game may be conveniently played. Constructed for the Norfolk Golf Club, the course was acquired by the United States Navy in 1942, whereafter it became the Commissioned Officers' Club. In the 1970s, the club and course were opened to all Navy personnel and became known as the Sewell's Point Golf Club or Sewell's Point Golf Course. Under the ownership of the Norfolk Golf Club and the stewardship of the U.S. Navy, the course has changed little. Following the 1930s, the third and fourth holes were altered and the fifth hole was replaced. In 1986, alterations to the greens were carried out; the crowned edges were modified and the grass was changed from Bermuda to bent. Changes such as these, to ease play and maintenance, have often been made to Ross-designed courses, altering the details and subtleties, but leaving the overall composition intact.

In the mid-20th century, the Sewell's Point course was tested by two of golf's leading players. Sam Snead joined the Navy at the beginning of World War II and was stationed at Norfolk Naval Base, where he reported for duty the day after winning the 1942 PGA tournament. At Sewell's

Point, Snead gave golf lessons to officers. In 1954, Arnold Palmer, teamed with a club pro, presented an exhibition round of golf.

Evaluation of the Sewell's Point Golf Course and Club House was conducted by the U.S. Navy in consultation with the Virginia Department of Historic Resources (state historic preservation office), as part of the Navy's comprehensive evaluation of historic resources at the Norfolk Naval Base. The golf course and club house were found eligible for listing in the National Register. The club house was designed in the English Arts and Crafts style by an unidentified architect. It is of frame construction, clad with shingles, and stands two stories tall. A wide wrap-around veranda skirts the second level offering views out onto the course and is tucked under the building's broad hipped roof which terminates in deep, downward-curving eaves. Wide eyebrow dormers break the slope of the roof, from which a massive stucco-clad chimney rises. A split staircase ascends to the veranda on the west side, framing the entrance to the building's first level; a broad staircase rises to the veranda on the south. French doors open onto the porch along the second level, accessing a ballroom, in which a massive Arts and Crafts-style fireplace is the dominant feature.

The Sewell's Point course is one of nine golf courses in Virginia attributed to Donald Ross, where he either prepared the initial designs or remodeled existing facilities. These courses have not been evaluated, other than the course at The Homestead in Hot Springs, which is a contributing landscape feature at this late-19th-century resort, which is listed on the National Register. Although assessments have not been made with respect to Ross' other golf courses in Virginia, the high integrity of the Sewell's Point course, its distinctive design based on Scotland's Muirfield links, and the architectural integrity of the original club house made it clear that the course is eligible for the National Register. In contrast, the course was not considered historic for its association with Sam Snead and Arnold Palmer. While they are nationally important figures in golf history, their use of the course for training and exhibition plays reflects only a minor association with their extraordinary careers.

Belmont Park Golf Course

Belmont Golf Course is located in Henrico County in the northern suburbs of Richmond, Virginia. It is among a handful of Virginia golf

courses that trace their history to the early 1900s. Today, Belmont is a municipal course, but it began as the Hermitage Golf Club in October 1900. The Hermitage Club used old exposition grounds located several miles south of the present course as its initial course and eventually employed the services of Arthur Warren Tillinghast to design the present course by 1917. The course was finished for the cost of \$3,000: \$1,000 for Tillinghast's fee, \$1,200 for grass seed, and \$800 for labor. The course was redesigned by Donald Ross at an uncertain date, either 1927 or 1940.

The Hermitage Club hosted the inaugural Virginia State Open championship in 1924. After World War II, it was the site of the Richmond Open in 1945 and 1946. In 1949, the club hosted the only Professional Golf Association championship ever held in Virginia, where Virginia native Sam Snead won. The Hermitage Golf Club expanded in the 1950s, buying another tract where William and David Gordon of Philadelphia laid out the Ethelwood Course. The original course was sold to Henrico County in 1977. Renamed Belmont Park, the course continues in regular operation as a public facility.

While Belmont Park has never been formally evaluated, it harbors a strong potential for eligibility to the National Register. The 18-hole course exhibits good design and landscape integrity. While Tillinghast or Ross drawings for the course have not been located, Virginia golf historian Bruce Matson notes that the course retains essentially the same configuration and design features of the 1949 PGA championship period. The historic club house predates the course, serving originally as the center of the Warren Farm and dating to the mid-19th century. The modest Italianate-style farmhouse was expanded by the Hermitage Golf Club and historic photographs reflect c. 1920s Arts and Crafts embellishments. Although the building has been recently remodeled and is now used as a recreation center, it still retains sufficient integrity to be a contributing resource. Recently constructed tennis courts and a pro shop building do not contribute to the historic period of 1916 to 1950.

The 6,449-yard course features a layout split into two similar-sized areas by a major thoroughfare. Hilliard Road has bisected the course for over 50 years. A road underpass for golfers

was built to provide safer passage from one side of the course to the other. Like the Sewell's Point Course, this course does not include any highly dramatic features. Often typical of Ross' designs, the challenges are more subtle. While the vegetation and playing surfaces have been rehabilitated over the years, the circulation and overall layout are largely intact with respect to the Donald Ross redesign. The course is also the only one in Virginia ever used for a PGA Championship tournament. The Hermitage Golf Club is further significant as one of six clubs to form the Virginia State Golf League (now called the Virginia State Golf Association) in 1904. While the Hermitage Golf Club has relocated, the Belmont Park course's period of significance spans the founding years of the Hermitage Club, when it played an important role in the evolution of golf in Virginia, especially during the 1940s.

The documentation and evaluation of golf courses adds an exciting and revealing component to an understanding of America's cultural history. As with the evolution of American architecture, the history of golf course design reflects the influence of European ideas early on, giving way to the gradual emergence of an American design tradition; these developments also show an increasing democratization of design. Virginia is fortunate in possessing notable examples by two of America's foremost golf course architects, which, combined with other significant American golf courses, provide benchmarks for evaluation of golf courses as cultural resources.

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