




DATE June 24, 2020

MEMO TO: Midpeninsula Regional Open Space District Board of Directors

THROUGH: Ana Ruiz, AICP, General Manager 

FROM: Tina Hugg, Senior Planner; Jane Mark, Planning Manager; Susanna Chan, Assistant General Manager; Casey Hiatt, IST Manager; Jamie Hawk, GIS Administrator

SUBJECT: Updates regarding the administrative historic resources procedural guide, historic resources database, and historic resources training program

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## SUMMARY

The Midpeninsula Regional Open Space District (District) recently completed a thorough review of internal policies, procedures and practices related to historic resources, including a comprehensive comparison analysis of other park and open space agencies, and found that Board Policies are up to date, consistent with current laws, and remain consistent throughout with varying degrees of specificity based on the intent of the policy; therefore, no policy changes were recommended. On February 26, 2020, the Board of Directors voted evenly on the General Manager's recommendations (2-2, with 3 Board members absent). Considering the split vote, the General Manager stated her plans to move forward with (1) creating an administrative historic resources procedural guide, (2) updating the District's assets database to establish a comprehensive historic resources inventory and documenting the process to maintain that inventory, and (3) implementing regular District-wide historic resources training for staff. This memo broadly describes the scope of work and steps to implement these tasks. This work begins in July and was added as an operational project to the FY2020-21 Budget and Action Plan.

## BACKGROUND

The General Manager's recommendations from the February 26, 2020 Board meeting included:

1. Review and discuss other park and open space agency policies and best practices related to the disposition of historic structures/buildings.
2. Based on a comprehensive review of internal policies and practices, confirm that no Board Policy changes are warranted; instead, the General Manager will proceed with making administrative procedural improvements and clarifications consistent with existing Board Policy, as stated in this report.

The General Manager's recommendations were further described in the Board report as follows.

Based on a comprehensive review of Board policies that concludes that Board policies adhere to current legal requirements, are internally consistent, and do not have policy guidance gaps, the General Manager recommends keeping Board policies status quo. However, there is a potential benefit in improving administrative procedures to ensure consistency Districtwide. As such, the General Manager will implement an administrative historic resources procedural manual that compiles all relevant Board policies, ensures compliance with federal, state, and local laws, and provides process clarifications as a resource tool for current and future District staff. In addition, the General Manager plans to update and refine the District's historic resources inventory and develop a centralized process for maintaining historic resources files. Finally, the General Manager will ensure that key District staff receive historic resources training.

## **DISCUSSION**

### **Administrative Historic Resources Procedural Guide**

The General Manager committed to creating an administrative historic resources procedural guide (administrative guide) that cites all relevant District policies related to historic resources and other key information, such as the District's historic resource management processes and inventory. The guide coupled with regular staff training will serve as an online resource for both existing and new staff to ensure long-term Districtwide consistency related to historic resource management.

The administrative guide will:

1. Cite and include a link to the February 26, 2020 Board report and attachments as context.
2. Cite and include links to all District policies related to historic resources and reference their basic tenets.
3. Reference and provide links to federal, state and all local policies and decision-making bodies overseeing historic resources and reference their basic tenets.
4. Identify the District Planning Department as the lead department in overseeing the management of historic resources.
5. Outline a framework for soliciting consultant services, including utilization of on-call historic resource consultants, for technical guidance, assessments, and project support.
6. Include a checklist to document and inventory information on existing and/or newly-acquired buildings, structures, objects, historic districts, sites for inclusion in the District's historic resources inventory (Enterprise GIS), workorder and asset management system (Cityworks), and document management system (SharePoint). The GIS system houses the information for all assets and integrates with Cityworks and SharePoint to assist with tracking and scheduling of periodic inspections, maintenance, and repairs. Refer below to *Historic Resources Inventory and Documentation Process* for more information.
7. Include a decision tree on historic resource management processes and practices.

The first part of the historic resources procedural guide will be completed in FY20-21 (compilation of policies, rules, regulations, best practices, initial checklist of historic resources assessment process, etc.). The procedural guide will be continuously updated in subsequent years as additional information is gathered or updated (e.g. checklist/decision tree), and as the historic resources inventory is refined and expanded.

## **Historic Resources Inventory and Documentation Process**

The General Manager will direct staff to strengthen the District's documentation and inventory practices, and as part of this work, to standardize terminology to align with the National Park Service Secretary of Interior (SOI) Standards. In order to ensure conformance to SOI Standards, this effort will require the services of either a historic resources consultant or qualified graduate level students whose work is overseen by expert professionals.

A Districtwide historic resources inventory will be supported by and rely on the integration of the following three systems:

1. **Electronic document management system (SharePoint).** SharePoint serves as the District's intranet, project management platform, and online document repository.
2. **Enterprise geographic information system (GIS).** The enterprise GIS platform serves as the District's centralized GIS database and hosts various web mapping applications for staff to view, edit, and query hundreds of dataset layers.
3. **Work order and asset management system (Cityworks).** Cityworks serves as the District's centralized maintenance management system and is used to create, schedule, and manage service requests, workorders, and inspections, including routing maintenance work. Cityworks is fully integrated with the enterprise GIS platform.

The GIS database currently contains hundreds of dataset layers containing features on the land that have been added organically as the District completed acquisitions, maintenance activities, and capital improvements over time. Similarly, historic resource information has been collected via assessments performed on a case-by-case basis for new acquisitions, capital improvement projects, and maintenance activities and incorporated incrementally to the GIS database. Buildings and structures are included along with a wide variety of other features that are mapped and tracked for day-to-day operations.

Over time, the District has populated the inventory with over 500 buildings mapped in the system. The GIS database can be improved by incorporating the historic status values for building features where information is missing. As sites and structures are evaluated, the GIS historic resources attribute data will be confirmed, expanded, and updated to continuously update and improve the database. Also, staff will develop a new tool to ensure consistency in how historic assessments are performed and how the data is then gathered and logged into the District's database systems. More specifically, to update and refine the historic resources inventory and documentation process, staff will complete the following tasks over the next two years. A number of actions listed below will require extensive inter-department coordination to complete and maintain into the future (minimally between Planning, Engineering & Construction, Information Systems & Technology, Land & Facilities, Natural Resources, and Real Property):

1. Establish a clear and methodical process to document historic status information related to current and future acquisitions, capital and operating projects, and maintenance activities. Document workflows of departments as they intersect with historic resources and formalize the process by which historic resource information is collected and documented. The documentation process will identify what information to collect, what and how to photograph the resource, and how to enter the information into the document management system (SharePoint), workorder and asset management system (Cityworks), and GIS database.

2. Refine the GIS database design to support centralizing historic resources features and information, ensuring relevant dataset feature layers are integrated with the work order and asset management system. Refine the existing GIS database design to enable effective capture of historic information based on the five different elements defined in the SOI Standards (buildings, structures, objects, districts, sites).
3. Develop an online library in the electronic document management system where written and photographic documentation is logged and centralized for the management of historic resources, ensuring document library tagging conventions align with GIS database feature attributes.
4. Assess the work order and asset management system workflows through the lens of historic resources maintenance and identify potential system enhancements.
5. Standardize and document the process to input, maintain, and query any historic resource information added to the GIS database, work order and asset management system, and document management system in conformance with terminology and standards per the SOI. Develop internal web mapping applications for staff to create, edit, and/or query historic resource dataset layers and ensure features are integrated with Cityworks and SharePoint systems to further support information centralization.

Following the development of the above systems and documentation process, staff will work with multiple departments to locate and centralize past historic evaluation and assessment documentation, in both electronic and paper format. In addition, with the assistance of a historic resources consultant/outside resources, staff review the 500 building features within the existing database, potentially ground truth them, and verify and update the GIS attribute data, including historic status values, for each building feature. The work may include field verifying buildings in the dataset to update and confirm their disposition status. Populating and updating the existing building dataset with the data mined from the past documentation and field work is expected to take at least two years.

### **Periodic Historic Resources Training**

Moving forward, the General Manager will also ensure that regular historic resources training is provided to all key staff, particularly in the Real Property, Planning, Engineering and Construction, Natural Resources, Land and Facilities, and Information Systems and Technology departments to ensure that staff are fully informed of the steps required for historic resources evaluation and management. Historic resources consultant Page & Turnbull provided broad historic resources training to District staff on January 30, 2020, and similar training opportunities will be incorporated into the District's training program at an appropriate interval for new staff and as a refresher to existing staff.

### **NEXT STEPS**

Planning will initiate this work pending Board approval of the FY2020-21 Budget and Action Plan. All tasks are expected to be completed by 2023-24.

#### FY2020-21:

Lead department: Planning

Coordinating departments: Information Systems & Technology, Engineering & Construction, Land & Facilities, Natural Resources, and Real Property

Scope: Prepare the historic resources procedural guide as follows:

- (1) Research, compile, and centralize District, federal, state, and local policy information and assess what District resources are on federal, state, and local lists;
- (2) Review and consolidate policies, practices, procedures and processes into one cloud-based procedural guide for staff use (note, this item is expected to be continuously updated through the years as new information is gathered);
- (3) Identify information gaps to be addressed in subsequent years;
- (4) Retain a historic resources consultant or outside expert(s) to guide the development of the historic resource inventory using terminology and framework consistent with the National Park Service Secretary of Interior standards.

FY2021-22

Lead departments: Planning and Information Systems & Technology

Coordinating departments: Engineering & Construction, Land & Facilities, Natural Resources, and Real Property

Scope: Based on outside expert guidance, develop the framework for the improved historic resources inventory. Design and modify existing database systems to support the framework. Begin populating the historic resource inventory with expanded information and attributes.

FY2022-23

Lead department: Planning

Coordinating departments: Engineering & Construction, Information Systems & Technology, Land & Facilities, Natural Resources, and Real Property

Scope: Locate and transfer paper files of historic evaluations and assessments into the improved historic resources inventory. Continue populating and updating GIS datasets with historic resources assessment data. Complete data entry on existing buildings, structures, objects, districts, and sites that are (1) listed in a federal, state, or local historic register, and/or (2) previously assessed within a historic resource evaluation report.

FY2023-24

Lead department: Planning

Coordinating departments: Engineering & Construction, Information Systems & Technology Land & Facilities, Natural Resources, and Real Property

Scope: Continue populating the historic resources inventory with additional information on remaining qualified buildings that are (1) occupied or used by tenants, (2) maintained by the Land & Facilities department, and (3) included on the three-year Capital Improvements and Action Plan project list.

Approx. every 3 years: Schedule a Historic Resources Training for key staff