



THE CITY OF SAN DIEGO
Historical Resources Board

DATE ISSUED: May 20, 2013 REPORT NO. HRB-13-024

ATTENTION: Historical Resources Board
Agenda of May 23, 2013

SUBJECT: **ITEM #10 – Barrio Logan Historical Resources Survey**

APPLICANT: City of San Diego

LOCATION: Barrio Logan Community, Council District 8

DESCRIPTION: Review and consider the Barrio Logan Historical Resources Survey (Survey), the Historic Preservation Element of the Barrio Logan Community Plan update (HPE), and the Final Environmental Impact Report (FEIR) related to Cultural/Historical Resources for the purposes of making a recommendation on the adoption of the Survey, HPE and FEIR to the City Council.

Today's Action: Recommend to the City Council adoption of the Survey, HPE, and FEIR or do not recommend adoption.

STAFF RECOMMENDATION

Recommend to the City Council adoption of the Barrio Logan Historical Resources Survey, the Historic Preservation Element of the Barrio Logan Community Plan update, and the Final Environmental Impact Report related to Cultural/Historical Resources.

BACKGROUND

In 2008, the City of San Diego, in conjunction with the Barrio Logan community, began preparing a comprehensive update of the Barrio Logan Community. The City commissioned Brian F. Smith and Associates, Inc. to prepare a historic context and reconnaissance survey in order to inform the planning process and preparation of the historic preservation element of the community plan update. Once adopted, the community plan will implement the City's General Plan and will include the following elements: Land Use, Mobility, Urban Design, Economic Prosperity, Public Facilities, Services and Safety, Recreation, Conservation, Noise, Historic Preservation, and Arts and Culture, and an implementation chapter that describes the necessary actions and key parties responsible for realizing the plan's vision.

DISCUSSION

The community of Barrio Logan is comprised of approximately 550 acres located between downtown San Diego and the Interstate 5 freeway along San Diego Bay. The area was once a part of the Logan Heights community which was divided into two distinct neighborhoods after the construction of Interstate 5 in 1963. The predominately Hispanic community includes roughly 4,050 residents and is made up of a mixture of residential, commercial, industrial, and maritime uses.

Historical Resources Survey

The Historical Resources Survey (Attachment 1), prepared by the City of San Diego, in conjunction with Brian F. Smith and Associates, Inc. (BFSA; 2011) includes a literature review, a records search, archival research, preparation of a historic context statement, a field reconnaissance, data analysis, and report. The survey was prepared in accordance with the San Diego Historic Resource Survey Guidelines (July 2008), National Register of Historic Places Bulletin 24 “*Guidelines for Local Surveys: A Basis for Preservation Planning*”, and the National Register of Historic Places Bulletin 18 “*How to Evaluate and Nominate Designed Historic Landscapes*.” The survey involved six phases and followed the steps as laid out in Bulletin 24. These steps are discussed in detail below.

A literature review was conducted during which surveyors examined two previous resource survey reports, professional papers, books, journal articles, and online sources specific to the area. The previous surveys were deemed no longer relevant due to the fact that many resources included in the survey had since been demolished.

An archeological records search was completed by the South Costal Information Center in order to provide a summary of known archaeological resources within the plan area. The research found thirty-three previously recorded archaeological resources are situated within the boundaries. Native American representatives were consulted regarding the community plan update process and SB18 Native American consultation was conducted by City staff at the request of Mr Clinton Linton, a representative of the Kumeyaay Nation. Mr. Linton identified the Native American concerns relative to Barrio Logan, and agreed with the recommendations for Native American consultation for future projects, as provided in the survey report.

Archival research of aerial photographs (historic and present), historic and recent maps (Sanborn, historic USGS), historic subdivision maps, parcel maps, assessor’s estimated construction dates, and historic newspaper articles were used in order to develop the report and the historic context for the area.

The National Register of Historic Places Bulletin 24 defines as historic context as an “organizational framework of information based on theme, geographical area, and period of time... Historical contexts may be based on the physical development and character, trends and major events, or important individuals and groups that occurred at various times in history or prehistory of a community or other geographical unit.” Historic Contexts identified for the Barrio Logan survey area and used in property evaluation focus on chronology and corresponding significant historic themes. These contexts include: Prehistory, Spanish Period, Mexican Period

and American Period. Historic themes within the American Period include: Residential and Commercial Development in the Era of Railroads and Streetcars (1870s-1920s); Early Industrial Bayfront Development (1880s-1930s); Residential and Commercial Development in the Era of Minority Migration/Immigration and Euro-American Exodus (1920s-1950s); Later Industrial and Naval Bayfront Development (1940s-1950s); and, Chicano Community Response to Rezoning and Infrastructure Projects/Chicano Political Activism (1960s-present).

A field reconnaissance of potential historical resources was conducted by BFSa personnel between 2008 and 2009 and included the plan update area, with the exception of the area southwest of Harbor Boulevard. The windshield survey was conducted from vehicles rather than on foot, due to security concerns at the time.. General observations were made on the visual, cultural, economic and social characteristics of neighborhoods and properties. Properties that were constructed before 1965 and visible from the street were photographed and later evaluated based on the historic context. A total of 485 properties were surveyed, including Chicano Park, which post-dates 1965.

Finally, during the data analysis phase, the consultant team and City staff met regularly to assign each potentially historic property an architectural style, architectural integrity, estimated date of construction (based on the assessors estimated dates of constructions) and a California Historical Resource Status Code. Integrity thresholds were an important part of this process in identifying appropriate status codes.

Public outreach included review of the draft historic context and survey results at noticed public workshops, public review of the draft survey report, and a public workshop held by the Historical Resources Board. Public comments were incorporated into the survey results and recommendations sections of the survey.

Historic Context

The Barrio Logan area embodies several important historic contexts, some of which are city wide and others that are unique to the plan area. The Barrio Logan contexts focus on chronology and corresponding significant historic themes. The following outlines the historic contexts and themes that are associated with Barrio Logan:

- *Prehistory (Pre 1769)*
- *Spanish Period (1769-1821)*
- *Mexican Period (1822-1846)*
- *American Period (1846-Present)*

The following themes are part of the American Period of development and represent the general events which have impacted the physical makeup of the currently-defined Barrio Logan community plan area.

- *Residential and Commercial Development in the Era of Railroads and Streetcars (1870s-1920s)*. During this period, residential and commercial development was driven by railroad speculation and a need for residential housing close to the new downtown area.

After the railroad arrived, the residential and commercial areas benefitted from the jobs the railway provided. During this period, the plan area saw an influx of development of residential buildings, commercial buildings, institutional buildings as well as recreational buildings to accommodate the now growing population. Popular styles identified in the area include False-Front Commercial, Craftsman, Folk Victorian, and Colonial Revival.

- *Early Industrial Bayfront Development (1880s-1930s)*. Bayfront growth in the 1910s and 1920s was facilitated by the filling in of the tidelands in the 1910s, which created the bayfront commercial area occupied by the growing fishing industry and military contractors/fabricators. The neighborhood around the industrial bayfront saw changes due to the proximity to industries which caused the evolving ethnic composition and economic status of the neighborhood.
- *Residential and Commercial Development in the Era of Minority Migration/ Immigration and Euro-American Exodus (1920s-1950s)*. Due to the fast growing industries of the new bayfront, a large number of residential and commercial buildings were constructed between 1920 and 1950 to accommodate the new residents and growing community. Building during this time included residential, especially multi-family properties, commercial buildings, and institutional buildings.
- *Later Industrial and Naval Bayfront Development (1940s-1950s)*. The onset of WWII brought an increased federal government and military presence along the bayfront. A major shipbuilding industry emerged with a focus on constructing large naval and commercial ships. Other industries continued to grow along the bayfront and included commercial shipping, canning, oil, lumber, and other general warehouses. This theme in the neighborhoods development is primarily made up of industrial construction on the bay.
- *Chicano Community Response to Rezoning and Infrastructure Projects/ Chicano Political Activism (1960s-present)*. In the 1950s, the Logan Heights area was rezoned and industrial uses became entrenched within residential, commercial, and institutional uses. In the 1960s, the construction Interstate 5 and the San Diego-Coronado Bay Bridge required the destruction of a large area of streets and buildings. At this time, Logan Heights was split into two with Barrio Logan to the southeast of Interstate 5. This destruction of their neighborhood with the construction of I5 and the bridge ignited Barrio Logan residents and the Chicano Movement which sought to unite the community and better their surroundings. Construction during this time is widespread and incorporates all building types.

A main aspect of this theme is the idea of the Mexican American *barrio* landscape. Planner James Rojas and geographer Daniel Arreola have studied the “barrioization” of Mexican American communities all over the United States and have identified specific features that help make up the distinct landscape. Features of the Mexican American barrio landscape include enclosed and personalized front yards, the use of color to fill blank walls (includes bright colors, murals, advertisements, etc) and the presence of religious shrines. These features transformed the neighborhood to reflect the ethnic

identification of the residents and were used in determining significance of properties of this theme regardless of architectural integrity.

Survey Results

Overall, the survey revealed that Barrio Logan’s built environment character has evolved from a residential neighborhood in the late 1800s to a mixed-use residential, commercial, and industrial hub today, a process shaped by trends in transportation systems and the natural resources of the bay. The area is characterized by a mix of different historic periods, modified structures, and various architectural styles interspersed with commercial and industrial uses. Based on archeological record search data and Native American consultation, the project area is considered to have archeological research potential and Native American sensitivity in areas with previously recorded findings, particularly in the southeastern areas of the community plan.

A total of 485 properties were included in the survey and of those, the majority (64%) are residences. Commercial buildings account for the second largest group of properties (27%). Industrial (7%), institutional (0.8%), and recreational (0.2%) account for the remaining properties. Seventeen architectural styles were observed; Craftsman and Folk Victorian styles were the most common residential styles, and Block was the most common commercial style.

The following charts represent the distribution of properties by their associated historic themes:

Barrio Logan Historic Theme	Estimated Construction Dates	No. Identified
<ul style="list-style-type: none"> Residential and Commercial Development in the Era of Railroads and Streetcars (1870s-1920s) 	1870 - 1879	4
	1880 - 1889	19
<ul style="list-style-type: none"> Early Industrial Bayfront Development (1880s-1930s) 	1890 - 1899	11
	1900 - 1909	33
	1910 - 1919	62
<ul style="list-style-type: none"> Residential and Commercial Development in the Era of Minority Migration/Immigration and Euro-American Exodus (1920s-1950s) Later Industrial and Naval Bayfront Development (1940s-1950s) 	1920 - 1929	101
	1930 - 1939	26
	1940 - 1949	144
Chicano Community Response to Rezoning and Infrastructure Projects/ Chicano Political Activism (1960s-present)	1950 - 1959	34
	1960 - 1969	46
	1970	1
	Undetermined	4

The majority of structures within the plan area have been altered from their historic state compromising their architectural integrity. However, modifications made by Mexican-American residents to structures may still have historic validity as cultural contributions to the landscape and may be considered historically significant in relation to the identified and related themes.

The architectural integrity thresholds applied during the survey are found below followed by the California Historical Resources Status Codes used.

Architectural Integrity Thresholds Applied in Survey

	Modifications that <u>Mildly</u> Impair Architectural Integrity	Modifications that <u>Moderately</u> Impair Architecture Integrity	Modifications that <u>Significantly</u> Impair Architectural Integrity
General Characteristics	<ul style="list-style-type: none"> • Easily reversed • Minimal impact to the resource • Does not modify or result in loss of original historic fabric • Restoration easily achieved through Mills Act conditions • Minimal cost and effort 	<ul style="list-style-type: none"> • Somewhat easily reversed • Minimal to moderate impact to the resource • May slightly modify or result in loss of some original fabric • Restoration may be achieved through Mills Act conditions • Moderate cost and effort 	<ul style="list-style-type: none"> • Not easily reversed • Moderate to significant impact to the resource • Modified or resulted in the loss of original historic fabric • Architectural style difficult to detect. • Would require restoration prior to designation • More significant cost and effort
Types of Modifications	<ul style="list-style-type: none"> • Wrought iron security bars • Inappropriate awnings • Non-historic paint • Landscape features and overgrowth • In-kind replacement of roofing • Window screens 	<ul style="list-style-type: none"> • Windows replaced within the same opening • Inappropriate roofing • Replacement of Porch Railings and Posts • Added veneers (i.e. brick, stone) • Inconsistent stucco texture 	<ul style="list-style-type: none"> • Windows replaced in new or altered openings • Replacing one siding type with another (i.e. wood to stucco) • Additions which do not respect scale, spatial relationships, and character defining features
Integrity	Good	Fair	Poor

California Historical Resources Status Codes Applied in Reconnaissance Survey

Status Code	Meaning
5S1	Individual property that is listed or designated locally.
5S2	Individual property that is eligible for local listing or designation.
5S3	Appears to be individually eligible for local listing or designation through survey evaluation.
7R	Identified in Reconnaissance Level Survey: not evaluated.

Three properties identified in the survey are already locally listed in the San Diego Register of Historic Places and have been assigned a status code of 5S1. These properties previously designated include Chicano Park & Murals (HRB 143), the George Kostakos Commercial Building (HRB 799), and Aztec Brewery (HRB 223). The Kelco Historical Community Murals were previously deemed eligible for local designation and therefore have been assigned a status code of 5S2.

Overall, 129 properties were assigned a status code of 5S3 as they were found to be potentially significant based on City of San Diego HRB Designation Criterion. Of these 129 potentially significant properties, six appear to be eligible under HRB Criterion A as they exemplify or

reflect special elements of Barrio Logan's historical, cultural, social, economic, political, aesthetic, engineering, landscaping, or architectural development. One-hundred and twenty three additional properties appear to be eligible under HRB Criterion C as they embody the distinctive characteristics of a style, type, period or method of construction. One property has been identified as potentially eligible under both HRB Criteria A and C.

No historic districts were identified within Barrio Logan as a result of the current survey, although two previous surveys (Brandes 1983 and City of San Diego 1990) included recommendations for historic districts. These recommendations were based on the inclusion of many buildings that have since been demolished or significantly altered or are located outside the community plan boundary. In particular, industrial infill and wide scale demolition, which began in earnest in the 1950s, has resulted in a low concentration of geographically continuous historical properties and those recommendations are no longer considered relevant based on the findings of this study.

Survey Recommendations

Based on the findings of the Barrio Logan Historical Resources Survey, dated February 1, 2011, the following recommendations are proposed for the treatment and preservation of the community's historical resources.

1. Conduct additional research on buildings identified as potentially significant in the survey report to evaluate their eligibility for listing in the City of San Diego Historical Resources Register.
2. Identify additional buildings that may have been missed during the survey. Since the surveyors did not attempt to record structures on the rear of properties or along alleys, there are potentially a considerable number of buildings constructed before 1965 that were not covered.
3. Commission a Mexican American Cultural Landscape and Oral History Study. The predominantly Mexican American Community has greatly impacted the landscape in creating a "sense of place." The impact of the community should be considered worthy of study and preservation measures. The study should be conducted with guidance from *Preservation Brief 36: Protecting Cultural Landscapes, Planning, Treatment and Management of Historic Landscapes* and the more complete *Secretary of the Interior's Standards for Treatment of Historic Properties Guidelines for the Treatment of Cultural Landscapes*.
4. Conduct project-specific Native American consultation. With future undertakings within Barrio Logan, the City should consult, or mandate applicant consultation, with the Native American Heritage Commission (NAHC) early in project planning, design and environmental compliance process by notifying the NAHC and concerned Native American parties.

The survey recommendations have been incorporated into the planning process for Barrio Logan and are reflected in goals and policies of the Historic Preservation Element. Even though no historic districts are recommended by the survey, a minimal concentration of potentially significant buildings was found between Logan Ave and Newton Ave, generally bounded by Chicano Park on the northwest and S 26th on the southeast. It is recognized that, as one of San Diego's oldest communities, Barrio Logan has a long history that is evidenced in the built form, community character, and street patterns that help to define this distinctive community. To achieve the community plan goal of a built environment that respects the physical, historic, and cultural character of Barrio Logan, policies have been developed as part of the Urban Design Element.

Historic Preservation Element

The purpose of the Historic Preservation Element (Attachment 2) is to guide the preservation, protection and restoration of historical and cultural resources within Barrio Logan. This element includes specific policies addressing the history and historic resources unique to Barrio Logan in order to encourage appreciation of the community's history and culture. These policies along with the General Plan policies provide a comprehensive historic preservation strategy for Barrio Logan. The following historic preservation policies have been developed for the community plan update.

Policy 10.1.1 Conduct additional research on buildings identified as potentially significant in the survey report to evaluate their eligibility for listing in the City's Historical Resources Register.

Policy 10.1.2 Conduct additional research and field work to determine whether a historic commercial district may be present along Logan Avenue.

Policy 10.1.3 Conduct additional field work to identify buildings that were obscured or inaccessible during the Barrio Logan Historic Survey.

Policy 10.1.4 Develop a historic context statement related to the Mexican-American "sense of place" and cultural landscape evident throughout the community to assist with the identification, evaluation and preservation of resources significant to that history. The context statement should include an oral history component to inform the context about those properties valued by the community.

Policy 10.1.5 Conduct project specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.

Policy 10.1.6 Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.

Policy 10.1.7 In the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction, it is recommended that the concerned parties shall seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative. Treatment of sites containing human remains, funerary objects, sacred objects or objects of cultural patrimony should proceed according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), as appropriate, and any agency-specific rules and procedures for handling such matters.

Policy 10.1.8 Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary finds as to origin and disposition of the remains.

Policy 10.2.1 Foster preservation of designated historic resources through use of incentives.

Policy 10.2.2 Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.

Policy 10.2.3 Encourage incentives for new development that could transfer the development rights from potentially and designated historic structures in order to preserve, maintain and rehabilitate them.

The following urban design policies and guidelines are intended to respect and reflect the historic development patterns while allowing for new growth and development to occur that is consistent with the urbanized nature of Barrio Logan. The policies ensure that the principles of good neighborhood design are followed while allowing for freedom of architectural expression.

Policy 4.1.39 Design infill development to positively reflect the qualities of historically and culturally significant buildings and not merely replicate the architectural style.

Policy 4.1.40 Maintain the fine-grained scale of much of Barrio Logan by developing projects to match existing parcel footprints.

Policy 4.1.41 Preserve notable landmarks and areas of historic, architectural and aesthetic value, and promote the preservation of other buildings and features that provide continuity with the past.

Policy 4.1.42 Site buildings so that they reinforce street frontages and alleyways and relate to the context of existing and planned buildings.

Policy 4.1.43 Encourage buildings to express a variety of architectural styles, but should do so with full awareness of, and respect for, the height, mass, articulation and materials of the high quality (desirable) older buildings that surround them.

Environmental Impact Report

An Environmental Impact Report (EIR) was prepared to address the significant effects of the proposed community plan update (Attachment 3), including potentially significant impacts to Cultural/Historical Resources. The EIR concludes that because the proposed plan update area includes known historic and prehistoric resources and implementation of the plan update would facilitate future development, there is the potential for the project to significantly impact these resources. Goals, policies, and recommendations enacted by the City, combined with the federal, state, and local regulations, provide a regulatory framework for developing project-level historical resources mitigation measures for future discretionary projects. All construction and development projects with the potential to affect historic buildings or structures would be subject to site-specific review and evaluation in accordance with the historical resources regulations and guidelines. Once it has been determined that a historical resource is present and could be impacted as a result of project implementation, recommendations for mitigation consistent with the guidelines must be adopted. Mitigation guidelines that are currently applied to discretionary projects are provided in the Final EIR. Future projects would be subject to site-specific measures in effect at the time of project review.

CONCLUSION

In conclusion, the historic resources survey recommendations have been incorporated into the planning process for Barrio Logan and are reflected in goals and policies of the Historic Preservation Element and the Final EIR includes a mitigation framework for cultural and historical resources that would reduce impacts anticipated from future projects. Therefore, staff recommends the HRB recommend to the City Council adoption of the Barrio Logan Historical Resources Survey, the Historic Preservation Element of the Barrio Logan Community Plan update, and the Final Environmental Impact Report related to Cultural/Historical Resources.



Sarah Vonesh
Planning Intern



Cathy Winterrowd
Assistant Deputy Director/HRB Liaison

sv/cw

Attachments (All under separate cover):

1. Barrio Logan Historical Resources Survey
2. Historic Preservation Element of the Barrio Logan Community Plan Update
3. Final Environmental Impact Report for the Barrio Logan Community Plan Update