

7.7 Historical Resources

This section analyzes the potential impacts on historical resources due to implementation of the proposed Golden Hill Community Plan Update (CPU) and associated discretionary actions. It documents the historical background for the Golden Hill community and addresses prehistoric, historic, archaeological, and sacred sites. The information in this section is based on the *Community Plan Update for the Community of Greater Golden Hill Prehistoric Cultural Resources* study (AECOM, January 2015) and the *Greater Golden Hill Community Plan Area Historic Resources Survey* (Historic Resources Group, June 2014) and other primary and secondary sources. These reports are included in Appendixes M-1 and M-2, respectively, to this PEIR.

7.7.1 Existing Conditions

A general discussion of the environmental setting relative to historical resources and the applicable regulatory framework are summarized in Chapters 2.0 and 5.0, respectively. The discussion and analysis included in this chapter focuses on the Greater Golden Hill community (~~formerly known as Greater Golden Hill~~), potential impacts to its historic resources, policies in the proposed Golden Hill CPU directed at protecting the community's historical, archaeological and tribal cultural resources, and presentation of a mitigation framework.

Historical resources (also referred to as cultural resources) are physical features, both natural and constructed, which reflect past human existence and are of historical, archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance. These resources may include such physical objects and features as archaeological sites and artifacts, buildings, groups of buildings, structures, districts, street furniture, signs, cultural properties, and landscapes. Historical resources in the San Diego region span a timeframe of at least the last 10,000 years and include both the prehistoric and historic periods. For purposes of the PEIR, historical resources consist of archaeological sites, tribal cultural resources, and built environment resources that are determined to be significant under the California Environmental Quality Act (CEQA).

The Golden Hill Community Plan area is one of the older areas of the City, characterized by its hilly topography and strict street grid. The community has been developed since the late 19th century into residential neighborhoods with commercial use areas along the major thoroughfares in the area, interspersed with relatively undeveloped steep canyons to the southwest and southeast into Las Choyas Valley and Los Chollas Creek. These canyons are wildlife corridors and, prehistorically, they were probably travel routes into the valley areas for indigenous Native Americans.

The community is primarily developed with one- and two-story single-family residences dating from the last quarter of the 19th century through the 1920s, reflecting the popular architectural styles of the day, including Victorian-era styles, Craftsman, Spanish Colonial Revival, and Prairie. Many of the

area's larger two-story homes have since been converted into multi-unit buildings. Multi-family residential development includes apartment buildings and residential courts from the teens through the 1920s, with occasional postwar infill. Commercial development is primarily clustered along historical streetcar routes, including 25th, 30th, and B Streets. Neighborhood serving commercial nodes occur at well-traveled intersections, including 28th and B, 30th and Beech, and Fern and Grape Streets. The Golden Hill Community Plan area contains little institutional or civic development. The Community Plan area is composed of two distinct neighborhoods, Golden Hill and South Park. Golden Hill developed somewhat earlier and was populated by some of the City's most affluent residents during the late 19th and early 20th centuries. South Park's development followed, with more modest homes designed to cater to the middle class during the early 20th century.

7.7.1.1 Golden Hill Prehistory

The prehistoric cultural sequence in San Diego County is generally thought of as three basic periods: the Paleoindian, locally characterized by the San Dieguito complex; the Archaic, characterized by the cobble and core technology of the La Jolla and Pauma complexes; and the Late Prehistoric, marked by the appearance of ceramics, small arrow points, and cremation burial practices. Late Prehistoric materials in southern San Diego County, known as Yuman I and Yuman II, are believed to represent the ancestral Kumeyaay. The Ethnohistoric period, sometimes referred to as the ethnographic present, commences with the earliest European arrival in San Diego and the founding of Mission San Diego de Alcalá in 1769 brought profound changes in the lives of the Kumeyaay, and continued through the Spanish (1769-1821) and Mexican (1821-1848) periods and into the American period (1848-present). These cultural sequences are further described in Chapter 2.0 – Environmental Setting.

7.7.1.2 Golden Hill History

The history of Golden Hill can be generally characterized into four themes significant to the development of the community: The Early History of Greater Golden Hill: 1769 to 1885; An Elite Residential District: 1885 to 1905; Streetcar Development: 1905 to 1930; and An Era of Transitions: 1930 to 1990. These patterns of cultural and historic development are summarized below.

a. Early History of Greater Golden Hill: 1769 to 1885

Following the Mexican-American War and the ratification of the Treaty of Guadalupe Hidalgo in 1848, California was admitted to the United States, and the expansive *ranchos* began to dissolve. In subsequent years, Federal legislation encouraged Americans to move west and establish homesteads, but Native Americans, who could neither own nor purchase land, were relegated to small rancherias, most often on the fringes of development. One of the largest rancherias in San Diego was erected in 1860 along the western slope of Golden Hill, near the present-day intersection of 20th Street and Broadway.

b. An Elite Residential District: 1885 to 1905

As a result of the financial Panic of 1873, development in Golden Hill remained at a standstill until Southern California experienced a period of unprecedented economic growth in the late 1880s. Upon the completion of the highly anticipated California Southern Railroad in 1885, San Diego was connected to the transcontinental Santa Fe line at its hub in Barstow. The events of the late 1880s brought about a renaissance to many of the subdivisions within Golden Hill, as real estate speculation once again became a lucrative enterprise.

Despite the collapse of the Great Boom in 1888, the events of the 1880s had left San Diego with an element of population and wealth. In 1895, a group of investors purchased forty acres within Golden Hill, bounded by 24th, 25th, “A” and “E” streets, and thereafter filed a subdivision map for the Golden Hill Addition. In subsequent years, Golden Hill was transformed into an established residential district.

c. Streetcar Development: 1905 to 1930

Development in the northeastern section of Golden Hill can be traced to 1870, when real estate speculators purchased a large parcel of land east of City Park (Balboa Park) and filed a subdivision map for the South Park Addition. In 1905, the rural community of South Park began to evolve into a developed residential district. In 1906, the Bartlett Estate Company financed the construction of an electric streetcar.

The completion of the streetcar line touched off a period of residential development within the northeastern section of the community, as the quasi-rural community was better connected with the City’s established districts. Early development in South Park consisted almost exclusively of single-family residences. These homes were designed at the height of the Arts and Crafts movement and, as such, many embodied characteristics of Craftsman architecture, though others were designed in the Spanish Colonial Revival style.

The northeastern section of Golden Hill experienced a period of intensive growth shortly after ground was broken in 1911 for the Panama-California Exposition, given the area’s proximity to Balboa Park and the Exposition ground. The majority of development consisted of single-family homes, though there were also a few small-scale apartment buildings and flats.

d. An Era of Transitions: 1930 to 1990

Although Golden Hill was among San Diego’s most affluent districts by the late 1920s, the community was nonetheless impacted by the onset of the Great Depression. The next wave of activity within Golden Hill was touched off by the Second World War. The influx of war workers strained San Diego’s resources and infrastructure, and the City thereafter experienced a housing shortage unparalleled in its history.

Much of Golden Hill experienced marked physical changes both during and after World War II. Development in the area – especially south of A Street – picked up once again during the 1940s and 1950s, but unlike previous years, new construction of this era consisted primarily of moderate- and

large-scale apartment complexes. By 1956, a substantial number of homes south of A Street had either been subdivided or converted for alternative uses.

Between the 1960s and 1970s, Golden Hill witnessed marked changes in its demographic makeup. The availability of affordable apartments, in conjunction with the exodus of middle and upper class homeowners to the suburbs, meant that the once-exclusive community attracted an increasing number of working class, the majority of who rented, rather than owned, their homes.

Interest in Golden Hill was regenerated in the 1970s, when two national oil crises steered many middle-class professionals back into centralized, inner-city neighborhoods. As homeownership in Golden Hill steadily increased throughout the 1980s, there emerged a growing consciousness among residents to eradicate blight, reduce density, and restore the community's historic character. In 1978, the City's Historical Resources Board designated the Golden Hill Historic District, a six-block area bounded by Balboa Park on the north, 25th Street on the east, F Street on the south, and 24th Street on the west. Following the designation of the district, there was a concerted effort by property owners and community members to preserve and embrace the heritage and built environment in Golden Hill.

7.7.1.3 Designated Historical Resources

Golden Hill is home to one National Register listed property, the Alfred Haines House located at 2470 E Street (Reference No 92000966). In addition, as of February 2016, the Golden Hill community contains 77 individually designated historical resources (Figure 7.7-1) and the Golden Hill Historic District (Figure 7.7-2) – which contains 58 contributing resources – that have been listed on the City's register by the Historical Resources Board. These resources are primarily residential in nature, but also include some institutional and commercial buildings, and are identified in the Historic Preservation Element and the City's database of designated historical resources.

7.7.2 Methodology

7.7.2.1 Historical Resources

The Historic Resources Survey was conducted using a four-step approach, which included Research, Fieldwork, Evaluation, and Documentation. The research phase involved review of various relevant City documents (municipal codes and regulations, planning reports, previous historic resources surveys, and various historic nominations), as well as various historical materials (period newspaper articles, photographs, maps).

The fieldwork phase consisted of a property-by-property inspection of the entire community plan area. Field teams identified individual properties that appeared eligible for individual designation, as well as geographically-definable areas that appeared eligible for designation as historic districts. For districts, boundaries were defined and contributing and non-contributing resources were identified.

LEGEND

- ★ Designated Historic Site
- Community Plan Boundary

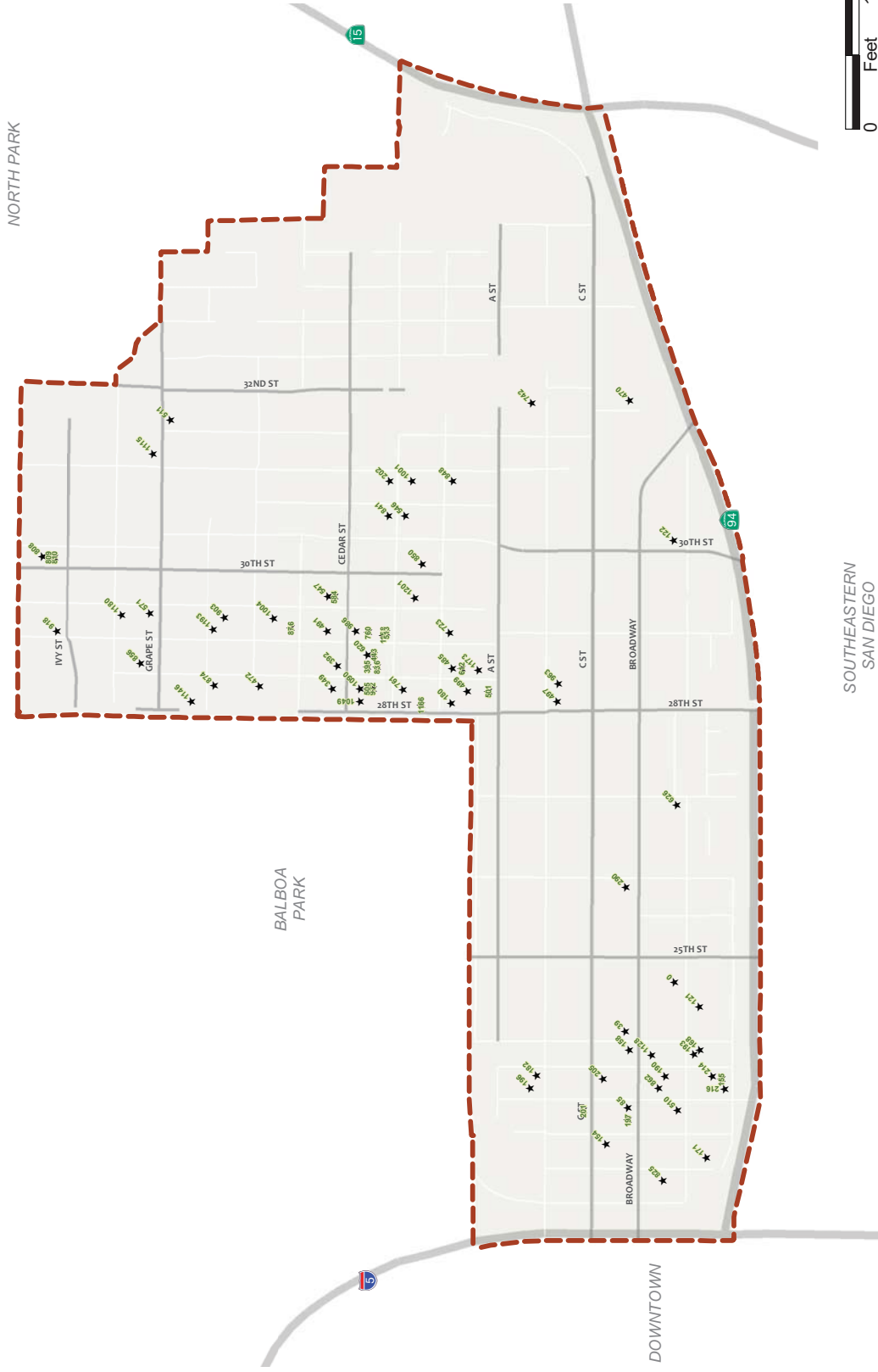


FIGURE 7.7-1
Location of City Register Designated Historic Resources – Golden Hill

LEGEND

-  Historic District Boundary
-  Community Plan Boundary



FIGURE 7.7-2
Location of City Register Designated Historic District – Golden Hill

All properties identified in the field as potentially eligible for designation were then evaluated using the City of San Diego local designation criteria. Properties determined potentially eligible for designation on the City's Register were then evaluated for the National Register and California Register. All properties identified and evaluated as potentially eligible for listing on the San Diego Register, California Register, and/or National Register designation as part of this survey were then documented in a database.

Included as an appendix to the Historic Resources Survey is the Historic Context Statement prepared for the Golden Hill community. The Historic Context Statement was developed primarily through archival research, and synthesizes information collected from a variety of primary and secondary materials. In addition to consulting the historical resource files at the City Planning Department and the archives at Save Our Heritage Organisation, research was conducted at the San Diego Public Library, the San Diego History Center, and the libraries at the University of California, San Diego. Primary sources included historic maps, photographs and newspapers, and media advertisements. Of particular importance were review of subdivision maps, in conjunction with Sanborn Fire Insurance Maps, were used to establish broad patterns of development within Golden Hill. Historic photographs provided imagery of the community's evolving landscape and predominant architectural styles. Other primary materials included several articles, advertisements, and editorials from the archives of the Los Angeles Times and San Diego Union. Secondary sources of information were consulted to supplement these primary materials, and included later accounts of history recorded in a variety of books, essays, journals, and master's theses.

7.7.2.2 Prehistoric Resources

Cultural sensitivity levels for the Golden Hill community planning area are rated low, moderate, or high based on the results of an archival records search using the California Historical Resources Information System (CHRIS), a literature search of the South Coastal Information Center (SCIC) located at San Diego State University, a records update at the San Diego Museum of Man, a Sacred Lands File check by the Native American Heritage Commission (NAHC), and regional environmental factors.

A low sensitivity rating indicates that there are few or no previously recorded resources within the area. Resources at this level would not be expected to be complex, with little to no site structure or artifact diversity. The potential for identification of additional resources in such areas would be low. A moderate sensitivity rating indicates that some previously recorded resources were identified within the area. These are more complex resources consisting of more site structure, diversity of feature types, and diversity of artifact types. The potential for the presence of additional resources in such areas would be moderate. Areas identified as high sensitivity would indicate that the records search identified several previously recorded sites within the area. These resources may range from moderately complex to highly complex, with more-defined living areas or specialized work space areas and a large breadth of features and artifact assemblages. The potential for identification of additional resources in such areas would be high. Sensitivity ratings may be adjusted based on the amount of disturbance that has occurred, which may have previously impacted archaeological resources.

7.7.3 Significance Determination Thresholds

Historical resources significance determination, pursuant to the City of San Diego's Significance Determination Thresholds, consists first of determining the sensitivity or significance of identified historical resources and, secondly, determining direct and indirect impacts that would result from project implementation. Based on the City's 2011 Significance Determination Thresholds, which have been adopted to guide a programmatic assessment of the proposed Golden Hill CPU and associated discretionary actions, impacts related to historical resources would be significant if the proposed Golden Hill CPU and associated discretionary actions would result in:

An alteration, including the adverse physical or aesthetic effects and/or the destruction of a historic building (including an architecturally significant building), structure, object or site;

A substantial adverse change in the significance of a prehistoric archaeological resource, a religious or sacred use site, or the disturbance of any human remains, including those interred outside of formal cemeteries.

The City of San Diego's CEQA Significance Determination Thresholds define a significant historic resource as one which qualifies for the California Register of Historical Resources or is listed in a local historic register or deemed significant in a historical resource survey, as provided under Section 5024.1(g) of the Public Resources Code; though even a resource that is not listed in, or determined eligible for listing in, the California Register, not included in a local register, or not deemed significant in a historical resource survey may nonetheless be historically significant for purposes of CEQA. The City's Historical Resources Guidelines state the significance of a resource may be determined based on the potential for the resource to address important research questions as documented in a site specific technical report prepared as part of the environmental review process. Research priorities for the prehistoric, ethnohistoric and historic periods of San Diego history are discussed in Appendix A to the Historical Resources Guidelines. As a baseline, the City of San Diego has established the following criteria to be used in the determination of significance under CEQA:

- An archaeological site must consist of at least three associated artifacts/ecofacts (within a 50 square meter area) or a single feature and must be at least 45 years of age. Archaeological sites containing only a surface component are generally considered not significant, unless demonstrated otherwise. Such site types may include isolated finds, bedrock milling stations, sparse lithic scatters, and shellfish processing stations. All other archaeological sites are considered potentially significant. The determination of significance is based on a number of factors specific to a particular site including site size, type and integrity; presence or absence of a subsurface deposit, soil stratigraphy, features, diagnostics, and datable material; artifact and ecofact density; assemblage complexity; cultural affiliation; association with an important person or event; and ethnic importance.
- The determination of significance for historic buildings, structures, objects and landscapes is based on age, location, context, association with an important person or event, uniqueness, and integrity.

- A site will be considered to possess ethnic significance if it is associated with a burial or cemetery; religious social or traditional activities of a discrete ethnic population; an important person or event as defined by a discrete ethnic population; or the mythology of a discrete ethnic population.

7.7.4 Impact Analysis

Issue 1 Historic Structures, Objects, or Sites

Would implementation of the proposed Golden Hill CPU and associated discretionary actions result in alteration, including the adverse physical or aesthetic effects and/or the destruction of a historic building (including an architecturally significant building), structure, object, or site?

a. Historic Resources – National Register and/or Local Register

Golden Hill is home to one property on the National Register, the Alfred Haines House located at 2470 E Street (Reference No 92000966). Additionally, 77 individually designated historic resources and the Golden Hill Historic District, which contains 58 contributing resources, have been listed on the City's register by the Historical Resources Board. These designated historical resources are protected and preserved through existing General Plan policies, the historical resources regulations and guidelines of the Municipal Code, and City policies and procedures. These protections require historic review of all projects impacting these resources. Projects that do not comply with the U.S. Secretary of the Interior Standards for the Treatment of Historic Properties are required to process a development permit with for the deviations that is subject to review under CEQA.

b. Individual Local Historic Resources

Currently, there are 77 properties designated as individual local historic resources in Golden Hill. The Historic Resources Survey identified an additional 52 individual properties that appear to meet one or more of the City's local designation criteria. These include residential (single-family and multi-family), commercial, civic, and institutional properties. Of these, 40 also appear eligible for listing in the National Register of Historic Places and the California Register of Historical Resources. All of the individual properties are listed in the Historic Resources Survey, organized by property type with photos of representative examples, included as Appendix M2 to this PEIR.

c. Potential Historic District

The Historic Resources Survey identified one potential historic district, the South Park Residential Historic District, which appears eligible for listing on the local, State and National registers. The area is bounded roughly by 28th Street, Date Street, the east side of 29th Street, and A Street (Figure 7.7-3). A larger South Park Historic District was first identified in the 1996 Mid-City Preservation Study, but was never intensively surveyed. The 1996 survey also identified a potential expansion for the designated Golden Hill Historic District. Following completion of the initial Golden Hill Historic Resources Survey, City staff was asked by members of the community to reconsider the

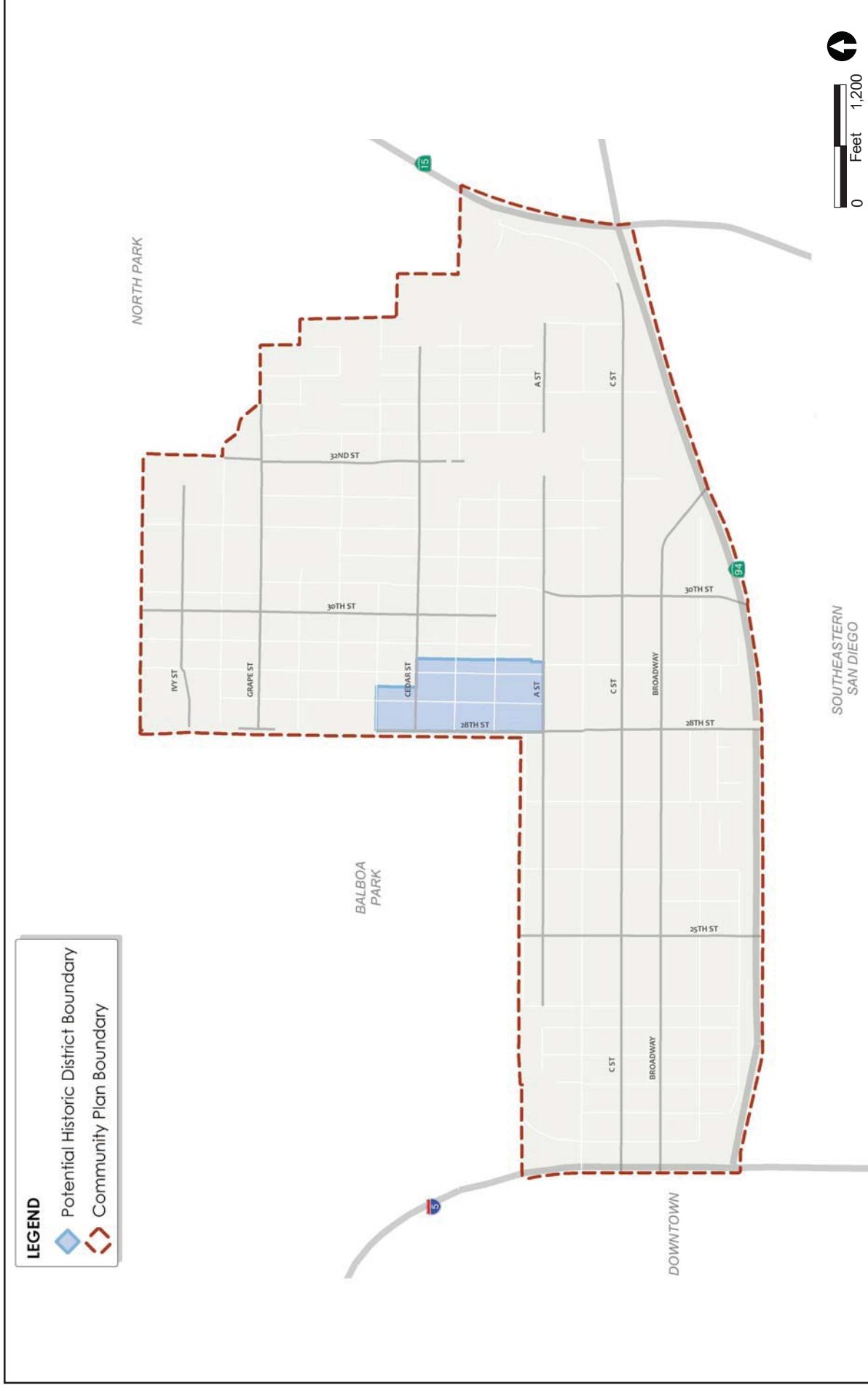


FIGURE 7.7-3
Location of Potential Historic Districts Identified in the Historic Resources Survey – Golden Hill

eligibility of the potential historic districts identified in 1996. Staff conducted a windshield survey, and found that these areas identified in the 1996 survey do appear eligible for listing on the San Diego Register. These areas include a larger boundary for the potential South Park Historic District; as well as a new potential historic district, Culverwell & Taggart's Addition, located to the west of the designated Golden Hill District. These potential historic districts as identified in the 1996 survey and recommended by the community are shown in Figure 7.7-4 and described in the Historic Resources Survey included as Appendix M-2.

d. Multiple Property Listing

The Historic Resources Survey identified a Multiple Property Listing (MPL) potentially eligible for listing in National Register of Historic Places, the California Register of Historical Resources, and the City of San Diego Register of Historic Resources.

The Residential Court MPL is a discontinuous grouping of residential courts located throughout the Golden Hill CPU area. A tabular listing of all properties within the MPL is provided in the Historic Resources Survey. The residential courts were not developed in geographic clusters; rather, they were built as infill in previously established single-family neighborhoods. The MPL has a period of significance of 1920 to 1959, and is significant under the *Streetcar Development: 1905-1930* and *Era of Transitions: 1930-1990* contexts.

e. Resources Identified Through Public Outreach

Substantial public outreach with the Golden Hill Planning Group, regional and local preservation groups, and members of the community occurred throughout the development of the Historic Context and completion of the Historical Resources Survey for the proposed Golden Hill CPU. This information was considered and often incorporated into the results and recommendations of the survey. Following distribution of the Draft Survey Report, City staff conducted additional outreach with these groups to identify any resources not included in the survey that the community believed to be historically significant. These resources are shown in Figure 7.7-4.

f. Regulatory Framework

The proposed Golden Hill CPU and associated discretionary actions would have a significant direct impact on historical resources if it would result in the demolition, relocation, or substantial alteration of a resource listed in or determined to be eligible for listing in the National Register of Historic Places (NRHP) or the California Register of Historic Resources (CRHR), including contributors to NRHP and CRHR-eligible Historic Districts, or the San Diego Historical Resources Register, or which otherwise meets CEQA criteria for historic resources. Grading, excavation, and other ground-disturbing activities associated with development projects that affect important (as determined per the Historical Resources Guidelines) archaeological sites or traditional cultural properties would also constitute a significant direct impact.

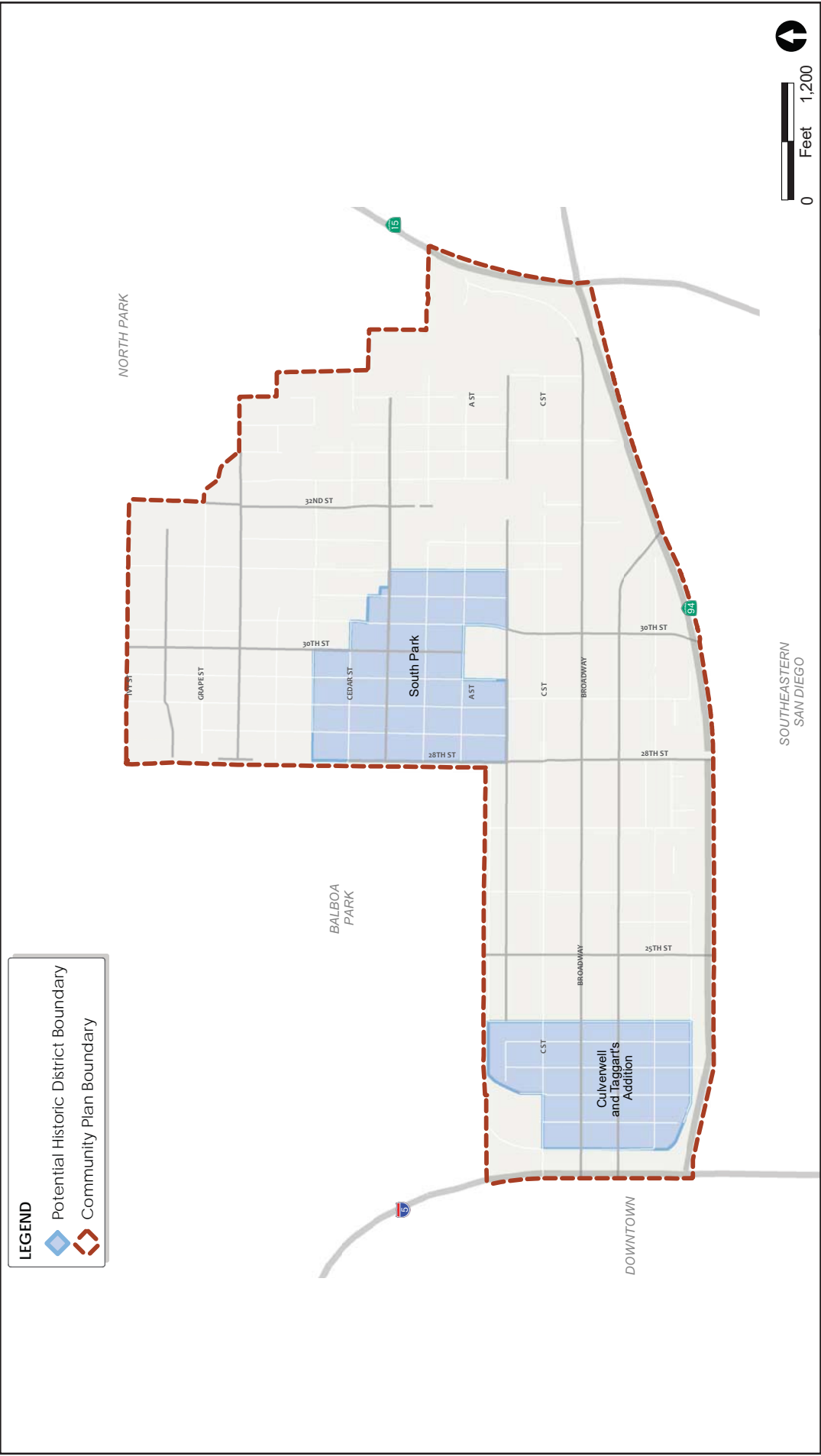


FIGURE 7.7-4
Location of Potential Historic Districts Identified by the Community – Golden Hill

Although the proposed Golden Hill CPU and associated discretionary actions does not propose specific development, future development and related construction activities facilitated by the proposed Golden Hill CPU and associated discretionary actions at the project level could result in the alteration of a historic building, structure, object, or site. Direct impacts may include substantial alteration, relocation, or demolition of historic buildings, structures, objects, landscapes, sites and districts. Indirect impacts may include the introduction of visual, audible, or atmospheric effects that are out of character with a historic property or alter its setting, when the setting contributes to the resource's significance.

Impact 7.7-1 Implementation of the proposed Golden Hill CPU and associated discretionary actions could result in the alteration of a historic building, structure, object, or site.

~~Section 143.0212 of the SDMC also requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the Historical Resource Sensitivity Maps specifically to determine whether or not the project has the potential to adversely impact an archaeological resource which may be eligible for individual listing on the local register. In these cases, this review is supplemented with a project specific records search of the NAHC Sacred Lands File and California OHP CHRIS data by qualified staff, and as stated above, a site specific archaeological survey would be required. For any subsequent projects implemented in accordance with the proposed Golden Hill CPU where a recorded archaeological site or Tribal Cultural Resource (as defined in the Public Resources Code) is identified, the City would be required to initiate consultation with identified California Indian tribes pursuant to the provisions in Public Resources Code Section 21080.3.1 and 21080.3.2, in accordance with Assembly Bill 52. Results of the consultation process will determine the nature and extent of any additional archaeological evaluation or changes to the proposed project and appropriate mitigation measures for direct impacts that cannot be avoided.~~

SDMC Section 143.0212 requires review of ministerial and discretionary permit applications impacting parcels containing buildings 45 years old or older to determine whether or not the project has the potential to adversely impact a resource which may be eligible for individual listing on the local register. When it is determined that a resource may exist and the project proposed would constitute a significant impact to that resource, a site specific survey is required and may be forwarded to the Historical Resources Board to consider designation and listing of the property. If designated, a Site Development Permit with deviation findings and mitigation would be required for any substantial modification of the resource. If the property were not designated, modification of the property would not be subject to the Historical Resources Regulations. Potential individual resources and resources identified as part of the MPL, which are evaluated as single resources independent of other buildings, would be protected to a large extent through SDMC Section 143.0212. However, because this regulation limits the evaluation of historic resources to the project parcel and individual eligibility, resources identified as potentially contributing to a potential historic district would not be protect unless they were also eligible individually.

The proposed Golden Hill CPU contains a Historic Preservation Element that supports the Historic Preservation Element of the General Plan through goals and policies for identifying and preserving historical, archaeological and tribal cultural resources, and educating citizens about the benefits of, and incentives for, historic preservation. Additional policies supporting the identification and

preservation of historical resources are also included in the Land Use, Urban Design, and Conservation Elements of the proposed Golden Hill CPU. Policies seek to preserve and enhance the historic character of the Golden Hill community and facilitate the identification, designation, and preservation of historically and culturally significant resources throughout the Golden Hill CPU area. Proposed policies also seek to preserve and rehabilitate historic and include measures to protect archaeological resources. Proposed policies would reduce direct impacts on historical and cultural resources by ensuring that such resources are identified and appropriately designated; encouraging preservation, rehabilitation, and adaptive reuse of historic structures instead of demolition or other significant alterations as part of future development; and protecting significant archaeological and tribal cultural resources.

The proposed Golden Hill CPU includes a policy that calls for the implementation of ~~interim protection measures~~supplemental development regulations to preserve the integrity and eligibility of potential historic districts, which are afforded very limited protection under existing regulations. In response to this policy, amendments to the Historical Resources Regulations are proposed to provide supplemental development regulations to address how and where modifications can be made on residential properties identified as potentially contributing to specified potential historic districts. Development that does not comply with the supplemental development regulations would be subject to a Neighborhood Development Permit with deviation findings and mitigation. The amendments to the Historical Resources Regulations would be adopted concurrent with the proposed Golden Hill CPU.

While the Municipal Code does provide for the regulation and protection of designated and potential historical resources, and while amendment to the Historical Resources Regulations would be consistent with the policies of the Historic Preservation Element to provide additional protection for specified potential historic districts, it is impossible to ensure the successful preservation of all historic built environment resources within the plan area. Therefore, potential impacts to specified potential historic districts are considered significant and unavoidable.

Issue 2 Prehistoric Resources, Sacred Sites, and Human Remains

Would implementation of the proposed Golden Hill CPU and associated discretionary actions result in a substantial adverse change in the significance of a prehistoric archaeological resource, a religious or sacred use site, or disturbance of any human remains, including those interred outside of formal cemeteries?

Although the proposed Golden Hill CPU and associated discretionary actions do not propose specific development at this time, future development and related construction activities facilitated by the proposed Golden Hill CPU and associated discretionary actions at the project level could result in the alteration or disturbance of prehistoric archaeological resources, tribal cultural resources, existing religious or sacred lands; or human remains. Grading, excavation, and other ground-disturbing activities associated with future development could affect important (as determined per the Historical Resources Guidelines) archaeological sites or traditional cultural properties that would constitute a significant direct impact.

The City has developed Historic Resource Sensitivity Maps that provide general locations of where historical resources are known to occur or have the potential to occur. These maps were developed

in coordination with technical experts and tribal representatives. Upon submittal of ministerial and/or discretionary permit applications, a parcel is reviewed against the Historical Resource Sensitivity Maps specifically to determine whether or not the project has the potential to adversely impact an archaeological resource which may be eligible for individual listing on the local register (SDMC Section 143.0212).

~~The City's Historical Resources Regulations (Section 143.0212 of the SDMC) requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the Historical Resource Sensitivity Maps specifically to determine whether or not the project has the potential to adversely impact an archaeological resource.~~ This review is supplemented with a project specific records search of the NAHC Sacred Lands File and California OHP CHRIS data by qualified staff. Additionally, a site specific archaeological survey would be required in accordance with Municipal Code requirements. For any subsequent projects implemented in accordance with the proposed Golden Hill CPU and associated discretionary actions where a recorded archaeological site or Tribal Cultural Resource (as defined in the Public Resources Code) is identified, the City would be required to initiate consultation with identified California Indian tribes pursuant to the provisions in Public Resources Code Section 21080.3.1 and 21080.3.2, in accordance with Assembly Bill 52. Results of the consultation process would determine the nature and extent of any additional archaeological evaluation or changes to the proposed project and appropriate mitigation measures for direct impacts that cannot be avoided.

Avoiding impacts on religious or sacred places or human remains may be unavoidable in certain circumstances when resources are discovered during construction. Although there are no known religious or sacred uses within the Golden Hill CPU area, there is potential for these to be encountered during future construction activities associated with implementation of the proposed Golden Hill CPU and associated discretionary actions. The Prehistoric Cultural Resources Study identified 11 recorded archaeological sites and ten previous investigations conducted within the community of Golden Hill. As discussed above, under Section 7.7.2 Methodology, cultural sensitivity levels for the Golden Hill community planning area were rated low, moderate, or high based on the results of an archival records search. Since the majority of the community is developed and there is very little undeveloped land within the community planning area, with the exception of canyon areas, the cultural sensitivity for the entire community of Golden Hill is considered low. However, at the base of these canyons, especially leading into the Los Chollas Valley area, the cultural sensitivity rating is high as there is a potential for cultural resources to be present (Figure 7.7-5).

There are no known human remains interred outside of formal cemeteries. However, there are many areas within the City where previously unknown prehistoric human remains and prehistoric sites have been uncovered during both archaeological investigations and grading activities. State law addresses the disposition of Native American burials in archaeological sites and protects such remains from disturbance, vandalism, or inadvertent destruction; establishes procedures to be implemented if Native American skeletal remains are discovered during construction of a project. In accordance with State law, these procedures would be followed in the event of accidental discovery of human remains. Specifically, as specified by California Health and Safety Code Section 7050.5, if human remains are found on a project site during construction or during archaeological work, the person responsible for the excavation, or his or her authorized representative, shall immediately notify the San Diego County Coroner's office by telephone. No further excavation or disturbance of

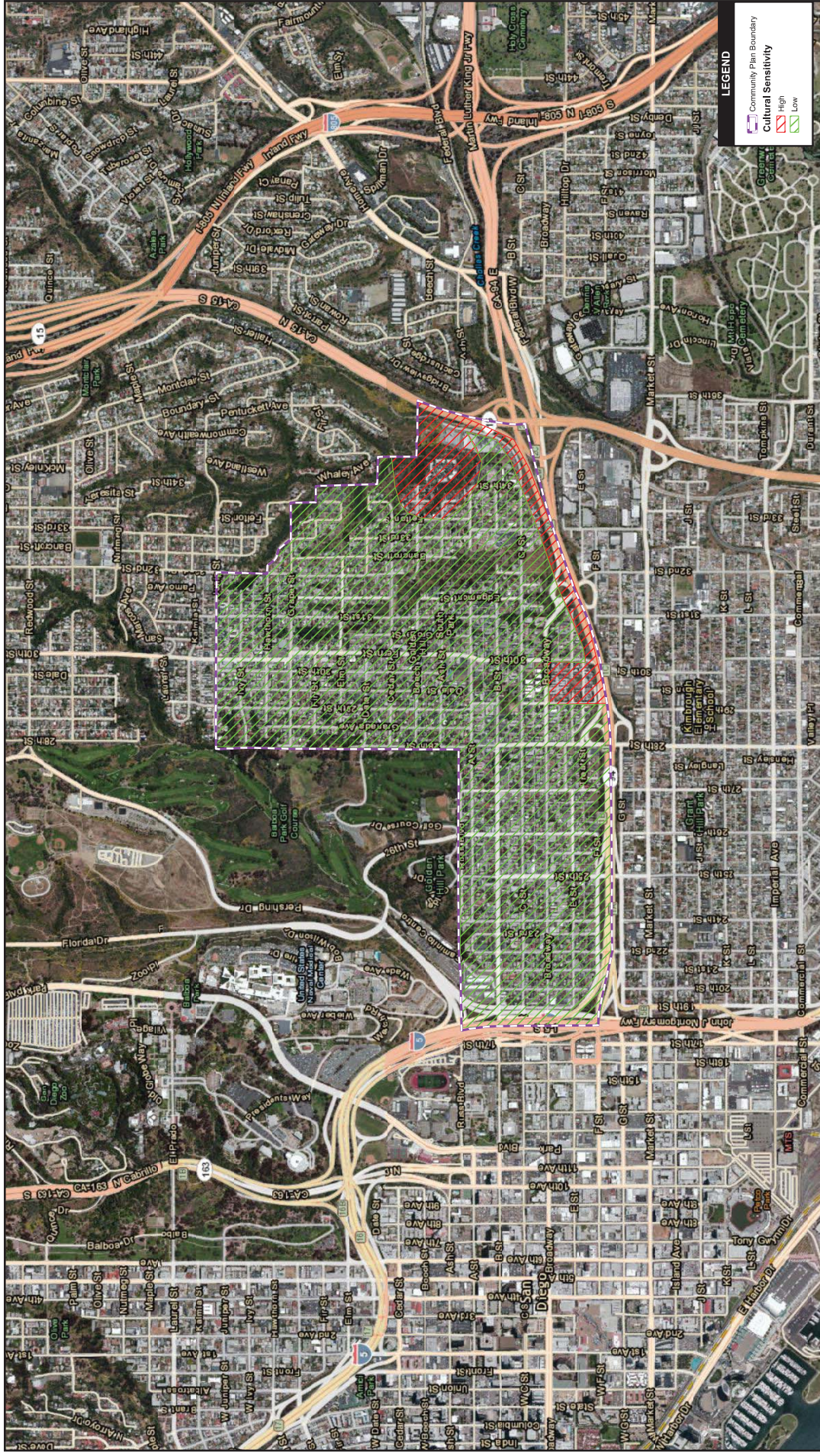


FIGURE 7.7-5
Cultural Sensitivity Areas – Golden Hill

the site or any nearby area reasonably suspected to overlie adjacent remains shall occur until the Coroner has made the necessary findings as to origin and disposition pursuant to Public Resources Code 5097.98. However, the potential for encountering human remains during construction activities remains a possibility. Therefore, significant impacts on religious or sacred use sites or human remains may occur as a result of future development implemented in accordance with the proposed Golden Hill CPU and associated discretionary actions.

The proposed Golden Hill CPU is designed to support the historic preservation goals of the City's General Plan, and contains policies requiring protection and preservation of significant archaeological resources in the Historic Preservation Element of the proposed Golden Hill CPU. Native American consultation early in the project review process is also included in the CPU to identify tribal cultural resources and to develop adequate treatment and mitigation for significant archaeological sites with cultural and religious significance to the Native American community in accordance with all applicable local, state and federal regulations and guidelines.

While existing regulations, the Municipal Code, and proposed Golden Hill CPU policies would provide for the regulation and protection of archaeological resources and human remains, it is impossible to ensure the successful preservation of all archaeological resources within the Golden Hill CPU area. Therefore, potential impacts to archaeological resources are considered significant.

Impact 6.7-2 Implementation of the proposed Golden Hill CPU and associated discretionary actions could adversely impact a prehistoric archaeological resource including religious or sacred use sites and human remains.

7.7.5 Significance of Impacts

Implementation of the proposed Golden Hill CPU and associated discretionary actions could result in an alteration to a historic building, structure, object, or site (Impact 7.7-1) and could adversely impact existing a prehistoric archaeological and tribal cultural resources including religious or sacred use sites or and human remains, including those interred outside of formal cemeteries (Impact 7.7-1). These impacts are potentially significant.

7.7.6 Mitigation Framework

The City of San Diego's General Plan, combined with federal, state, and local regulations, provide a regulatory framework for project-level historical resources evaluation/analysis criteria, and when applicable, mitigation measures for future discretionary projects. All development projects with the potential to affect historical resources—such as designated historical resources; historical buildings, districts, landscapes, objects, and structures; important archaeological sites; and traditional cultural properties—are subject to site-specific review in accordance with the City's Historical Resources Regulations and Historical Resources Guidelines, through the subsequent project review process. The following mitigation measures (MM-HIST-1 and MM-HIST-2) provide a framework that would be required of future development projects with the potential to impact significant historical resources.

HIST-7.7-1 Historic Buildings, Structures, and Objects

Prior to issuance of any permit for a ~~future~~ development project implemented in accordance with the proposed Golden Hill CPU that would directly or indirectly affect a building/structure in excess of 45 years of age, the City shall determine whether the affected building/structure is historically significant. The evaluation of historic architectural resources shall be based on criteria such as: age, location, context, association with an important person or event, uniqueness, or structural integrity, as indicated in the Guidelines.

Preferred mitigation for historic buildings or structures shall be to avoid the resource through project redesign. If the resource cannot be entirely avoided, all prudent and feasible measures to minimize harm to the resource shall be taken. Depending upon project impacts, measures shall include, but are not limited to:

- Preparing a historic resource management plan;
- Adding new construction which is compatible in size, scale, materials, color and workmanship to the historic resource (such additions, whether portions of existing buildings or additions to historic districts, shall be clearly distinguishable from historic fabric);
- Repairing damage according to the Secretary of the Interior's Standards for Rehabilitation;
- Screening incompatible new construction from view through the use of berms, walls and landscaping in keeping with the historic period and character of the resource; and
- Shielding historic properties from noise generators through the use of sound walls, double glazing and air conditioning.

Specific types of historical resource reports, outlined in Section III of the Historic Resources Guidelines, are required to document the methods to be used to determine the presence or absence of historical resources, to identify potential impacts from a proposed project, and to evaluate the significance of any historical resources identified. If potentially significant impacts to an identified historical resource are identified these reports will also recommend appropriate mitigation to reduce the impacts to below a level of significance, where possible. If required, mitigation programs can also be included in the report.

To further increase protection of potential resources - specifically potential historic districts - the City is proposing to amend the Historical Resources Regulations to include supplemental development regulations to assist in the preservation of specified potential historic districts until they can be intensively surveyed and brought forward for designation.

HIST 7.7-2 Archaeological and Tribal Cultural Resources

Prior to issuance of any permit for a future development project implemented in accordance with the proposed Golden Hill CPU that could directly affect an archaeological or tribal cultural resource, the City shall require the following steps be taken to determine: (1) the presence of archaeological resources and (2) the appropriate mitigation for any significant resources which may be impacted by a development activity. Sites may include, but are not limited to, residential and commercial properties, privies, trash pits, building foundations, and industrial features representing the contributions of people from diverse socio-economic and ethnic backgrounds. Sites may also include resources associated with prehistoric Native American activities.

Initial Determination

The environmental analyst will determine the likelihood for the project site to contain historical resources by reviewing site photographs and existing historic information (e.g. Archaeological Sensitivity Maps, the Archaeological Map Book, and the City's "Historical Inventory of Important Architects, Structures, and People in San Diego") and may conduct a site visit, as needed. If there is any evidence that the site contains archaeological or tribal cultural resources, then an archaeological evaluation consistent with the City Guidelines would be required. All individuals conducting any phase of the archaeological evaluation program must meet professional qualifications in accordance with the City Guidelines.

Step 1:

Based on the results of the Initial Determination, if there is evidence that the site contains historical resources, preparation of a historic evaluation is required. The evaluation report would generally include background research, field survey, archaeological testing and analysis. Before actual field reconnaissance would occur, background research is required which includes a record search at the SCIC at San Diego State University and the San Diego Museum of Man. A review of the Sacred Lands File maintained by the NAHC must also be conducted at this time. Information about existing archaeological collections should also be obtained from the San Diego Archaeological Center and any tribal repositories or museums.

In addition to the record searches mentioned above, background information may include, but is not limited to: examining primary sources of historical information (e.g., deeds and wills), secondary sources (e.g., local histories and genealogies), Sanborn Fire Maps, and historic cartographic and aerial photograph sources; reviewing previous archaeological research in similar areas, models that predict site distribution, and archaeological, architectural, and historical site inventory files; and conducting informant interviews. The results of the background information would be included in the evaluation report.

Once the background research is complete, a field reconnaissance must be conducted by individuals whose qualifications meet the standards outlined in the City Guidelines. Consultants are encouraged to employ innovative survey techniques when conducting enhanced reconnaissance, including, but not limited to, remote sensing, ground penetrating radar, and other soil resistivity techniques as determined on a case-by-case basis. Native American participation is required for field surveys when there is likelihood that the project site contains prehistoric archaeological resources or traditional cultural properties. If through background research and field surveys historical resources are identified, then an evaluation of significance, based on the City Guidelines must be performed by a qualified archaeologist.

Step 2:

Where a recorded archaeological site or Tribal Cultural Resource (as defined in the Public Resources Code) is identified, the City would be required to initiate consultation with identified California Indian tribes pursuant to the provisions in Public Resources Code Section 21080.3.1 and 21080.3.2., in accordance with Assembly Bill 52. It should be noted that during the consultation process, tribal representative(s) will be involved in making recommendations regarding the significance of a tribal cultural resource which also could be a prehistoric archaeological site. A testing program may be recommended which requires reevaluation of the proposed project in consultation with the Native American representative which could result in a combination of project redesign to avoid and/or preserve significant resources as well as mitigation in the form of data recovery and monitoring (as recommended by the qualified archaeologist and Native American representative). The archaeological testing program, if required shall include evaluating the horizontal and vertical dimensions of a site, the chronological placement, site function, artifact/ecofact density and variability, presence/absence of subsurface features, and research potential. A thorough discussion of testing methodologies, including surface and subsurface investigations, can be found in the City Guidelines. Results of the consultation process will determine the nature and extent of any additional archaeological evaluation or changes to the proposed project.

The results from the testing program shall be evaluated against the Significance Thresholds found in the Guidelines. If significant historical resources are identified within the Area of Potential Effect, the site may be eligible for local designation. However, this process would not proceed until such time that the tribal consultation has been concluded and an agreement is reached (or not reached) regarding significance of the resource and appropriate mitigation measures are identified. When appropriate, the final testing report must be submitted to Historical Resources Board staff for eligibility determination and possible designation. An agreement on the appropriate form of mitigation is required prior to distribution of a draft environmental document. If no significant resources are found, and site conditions are such that there is no potential for further discoveries, then no further action is

required. Resources found to be non-significant as a result of a survey and/or assessment will require no further work beyond documentation of the resources on the appropriate Department of Parks and Recreation (DPR) site forms and inclusion of results in the survey and/or assessment report. If no significant resources are found, but results of the initial evaluation and testing phase indicates there is still a potential for resources to be present in portions of the property that could not be tested, then mitigation monitoring is required.

Step 3:

Preferred mitigation for historical resources is to avoid the resource through project redesign. If the resource cannot be entirely avoided, all prudent and feasible measures to minimize harm shall be taken. For archaeological resources where preservation is not an option, a Research Design and Data Recovery Program is required, which includes a Collections Management Plan for review and approval. When tribal cultural resources are present and also cannot be avoided, appropriate and feasible mitigation will be determined through the tribal consultation process and incorporated into the overall data recovery program, where applicable or project specific mitigation measures incorporated into the project. The data recovery program shall be based on a written research design and is subject to the provisions as outlined in CEQA, Section 21083.2. The data recovery program must be reviewed and approved by the City's Environmental Analyst prior to distribution of a draft CEQA document and shall include the results of the tribal consultation process. Archaeological monitoring may be required during building demolition and/or construction grading when significant resources are known or suspected to be present on a site, but cannot be recovered prior to grading due to obstructions such as, but not limited to, existing development or dense vegetation.

A Native American observer must be retained for all subsurface investigations, including geotechnical testing and other ground-disturbing activities, whenever a Native American tribal cultural resource~~Traditional Cultural Property~~ or any archaeological site located on City property or within the Area of Potential Effect of a City project would be impacted. In the event that human remains are encountered during data recovery and/or a monitoring program, the provisions of California Public Resources Code Section 5097 must be followed. In the event that human remains are discovered during project grading, work shall halt in that area and the procedures set forth in the California Public Resources Code (Section 50987.98) and State Health and Safety Code (Section 7050.5), and in the federal, state, and local regulations described above shall be undertaken. These provisions will be outlined in the Mitigation Monitoring and Reporting Program (MMRP) included in a subsequent project-specific environmental document. The Native American monitor shall be consulted during the preparation of the written report, at which time they may express concerns about the treatment of sensitive resources. If the Native American community requests participation of an observer for subsurface investigations on private property, the request shall be honored.

Step 4:

Archaeological Resource Management reports shall be prepared by qualified professionals as determined by the criteria set forth in Appendix B of the Guidelines. The discipline shall be tailored to the resource under evaluation. In cases involving complex resources, such as traditional cultural properties, rural landscape districts, sites involving a combination of prehistoric and historic archaeology, or historic districts, a team of experts will be necessary for a complete evaluation.

Specific types of historical resource reports are required to document the methods (see Section III of the Guidelines) used to determine the presence or absence of historical resources; to identify the potential impacts from proposed development and evaluate the significance of any identified historical resources; to document the appropriate curation of archaeological collections (e.g. collected materials and the associated records); in the case of potentially significant impacts to historical resources, to recommend appropriate mitigation measures that would reduce the impacts to below a level of significance; and to document the results of mitigation and monitoring programs, if required.

Archaeological Resource Management reports shall be prepared in conformance with the California Office of Historic Preservation "Archaeological Resource Management Reports: Recommended Contents and Format" (see Appendix C of the Guidelines), which will be used by Environmental staff in the review of archaeological resource reports. Consultants must ensure that archaeological resource reports are prepared consistent with this checklist. This requirement will standardize the content and format of all archaeological technical reports submitted to the City. A confidential appendix must be submitted (under separate cover) along with historical resources reports for archaeological sites and tribal cultural resources containing the confidential resource maps and records search information gathered during the background study. In addition, a Collections Management Plan shall be prepared for projects which result in a substantial collection of artifacts and must address the management and research goals of the project and the types of materials to be collected and curated based on a sampling strategy that is acceptable to the City. Appendix D (Historical Resources Report Form) may be used when no archaeological resources were identified within the project boundaries.

Step 5:

For Archaeological Resources: All cultural materials, including original maps, field notes, non-burial related artifacts, catalog information, and final reports recovered during public and/or private development projects must be permanently curated with an appropriate institution, one which has the proper facilities and staffing for insuring research access to the collections consistent with state and federal standards, unless otherwise determined during the tribal consultation process. In the event that a prehistoric and/or historic deposit is encountered during construction monitoring, a Collections Management Plan would be required in accordance with the project MMRP. The disposition of human remains and burial

related artifacts that cannot be avoided or are inadvertently discovered is governed by state (i.e., Assembly Bill 2641 [Coto] and California Native American Graves Protection and Repatriation Act of 2001 [Health and Safety Code 8010-8011]) and federal (i.e., Native American Graves Protection and Repatriation Act [U.S.C. 30014-3013]) law, and must be treated in a dignified and culturally appropriate manner with respect for the deceased individual(s) and their descendants. Any human bones and associated grave goods of Native American origin shall be turned over to the appropriate Native American group for repatriation.

Arrangements for long-term curation of all recovered artifacts must be established between the applicant/property owner and the consultant prior to the initiation of the field reconnaissance. When tribal cultural resources are present, or non-burial-related artifacts associated with tribal cultural resources area suspected to be recovered, the treatment and disposition of such resources will be determined during the tribal consultation process. This information must then be included in the archaeological survey, testing, and/or data recovery report submitted to the City for review and approval. Curation must be accomplished in accordance with the California State Historic Resources Commission's Guidelines for the Curation of Archaeological Collection (dated May 7, 1993) and, if federal funding is involved, Title 36 of the Code of Federal Regulations, Part 79 of the Federal Register. Additional information regarding curation is provided in Section II of the Guidelines.

7.7.7 Significance of Impacts after Mitigation

Issue 1 Historic Structures, Objects, or Sites

Future development implemented in accordance with the proposed Golden Hill CPU and associated discretionary actions that would potentially result in impacts to significant historical resources would be required to incorporate feasible mitigation measures adopted in conjunction with certification of this PEIR as detailed in the mitigation framework MM-HIST-1. The proposed mitigation framework combined with the proposed Golden Hill CPU policies promoting the identification and preservation of historical resources in the Golden Hill CPU areas reduces the program-level impact related; to historic resources of the built environment but not to below a level of significance. Therefore, because the degree of future impacts and applicability, feasibility, and success of future mitigation measures cannot be adequately known for each specific future project at this time, the impact on historic resources of the built environment remains significant and unavoidable.

With respect to potential historic districts, while amendments to the Historical Resources Regulations to include supplemental development regulations are proposed, until such time as they are intensively surveyed, verified and brought forward for designation consistent with City regulations and procedures, potential impacts to the specified Potential Historic Districts remain significant and unavoidable.

Issue 2 Prehistoric Resources, Sacred Sites, and Human Remains

Future development implemented in accordance with the proposed Golden Hill CPU and associated discretionary actions would potentially result in impacts on significant archaeological and tribal cultural resources, and therefore would be required to implement the mitigation framework described in measure HIST 7.7-2, which addresses archaeological and tribal cultural resources. This mitigation, combined with the policies of the General Plan and the proposed Golden Hill CPU promoting the identification, protection and preservation of archaeological resources, in addition to compliance with CEQA and Public Resources Code Section 21080.3.1 requiring tribal consultation early in the development review process, and the City's Historical Resources Regulations (SDMC Section 143.0212) which requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the Historical Resources Sensitivity Maps would reduce the program-level impact related to prehistoric or historical archaeological resources and tribal cultural resources. However, even with application of the existing regulatory framework and mitigation framework, the feasibility and efficacy of mitigation measures cannot be determined at this program level of analysis. Thus, impacts to prehistoric resources, sacred sites, and human remains would be minimized, but not to below a level of significance.