



THE CITY OF SAN DIEGO
Historical Resources Board

DATE ISSUED: January 9, 2014 REPORT NO. HRB-14-009

ATTENTION: Historical Resources Board
Agenda of January 23, 2014

SUBJECT: **ITEM #14 – Otay Mesa Historic Survey**

APPLICANT: City of San Diego

LOCATION: Otay Mesa Community, Council District 8

DESCRIPTION: Review and consider the Otay Mesa Historic Context Statement and Historic Resource Survey (Survey), the Historic Preservation Element of the Otay Mesa 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 Otay Mesa Historic Context Statement and Historic Resource Survey, the Historic Preservation Element of the Otay Mesa Community Plan update, and the Final Environmental Impact Report related to Cultural/Historical Resources.

BACKGROUND

An historic context statement and historic resource survey was prepared in support of the City of San Diego's Otay Mesa Community Plan Update (OMCPU). The information in this document along with the Cultural Resources Report (Recon 2008) was used to identify locations in Otay Mesa that may contain significant historical resources. In addition, both documents were used to shape the historic preservation element of the OMCPU. 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 an implementation chapter that describes the necessary actions and key parties responsible for realizing the plan's vision.

DISCUSSION

The community of Otay Mesa encompasses approximately 9,300 acres located at the southern limit of the City of San Diego. The community is bordered by the San Ysidro and Otay Mesa-Nestor communities to the west, the City of Chula Vista and the Otay Valley Regional Park to the north, the County of San Diego to the east and the U.S./Mexico border and the City of Tijuana to the south. Major natural and manmade features define the community and create its boundaries, including the Otay River Valley, the canyon and mesa systems in the western portion, Brown Field airport and the U.S./Mexico border. Otay Mesa's unique location along the Mexican border and its broad flat topography allows Otay Mesa to contribute to the thriving border economy.

Historic Context Statement and Historic Resource Survey

The Historic Context Statement and Historic Resource Survey (Attachment 1), prepared by the City of San Diego, outlines the project overview; lists previously recorded historical resources within Otay Mesa; provides an historic context for the Community Plan area; and makes recommendations based on the results of the survey.

Previously identified historical resources on Otay Mesa include the Auxiliary Naval Air Station Brown Field Historic District (HRB Sites #405-408); Building Facility 2004 at Brown Field (HRB Site #409); Building Facility 2044 (HRB Site #410); and Auxiliary Naval Air Station Brown Field Historic District Alta School Site (HRB Site #411).

A reconnaissance survey of the community plan area was conducted by City of San Diego Historical Resources staff in 2008 in order to identify potential historic resources. The survey did not reveal the presence of any built properties apart from those already designated that would reflect the agricultural or aviation history of the area. Therefore, it does not appear that additional survey work will be required for above ground resources.

Historic Context

The Otay Mesa area embodies several important historical contexts, some of which relate to City wide contexts and others that are unique to the plan area. The Otay Mesa contexts focus on chronology and corresponding significant historic themes. The following outlines the historic contexts and periods of significance that are associated with Otay Mesa.

- *Prehistory of Otay Mesa.* It is widely accepted that the pre-contact period (before 1769) in San Diego is represented by the people ancestral to the Kumeyaay people of today. More than 200 archaeological sites spanning thousands of years of Native American use and occupation have been identified across Otay Mesa. Most of these sites are associated with the prehistoric making of stone tools, the raw materials for which were widely available near canyon rims and at the base of the San Ysidro Mountains. Residential base camps have also been identified near the heads of large canyons. Based on limited radiocarbon dates and diagnostic artifacts, it appears that Otay Mesa was used by Native

Americans mainly between 7,000 and 2,000 years ago, although later use is evidenced by Late Prehistoric period ceramics.

- *Early History of Otay Mesa (1821-1870)*. The early history of Otay Mesa and areas nearby is characterized by the development of ranchos throughout the Spanish (1769-1821) and Mexican (1821-1846) periods. During the Mexican period, Rancho Otay encompassed 6,657 acres and thrived on the sale of hide, tallow, grains and grapes as well as the raising of sheep and other livestock. The rancho system began to dissolve following the Treaty of Guadalupe-Hidalgo and California's statehood. With the Homestead Act of 1862 came an influx of settlers seeking opportunities for homesteading and farming.
- *Homesteads and Agriculture (1870-1920)*. Though settlement of the mesa was sparse during the 1870s, agricultural outputs resulting from farming activities did contribute to growth in the region. San Diego's economic boom of the 1880s brought more settlers and greater demands for agricultural land. By the late 19th century, the collection of farms and homesteads in the area grew to become an established community. The community centered around the new Alta School and the St. John's Lutheran Church. As with any agricultural community, success and development in the area was dependent on the availability of water for irrigation. After years of drought followed by the nationwide economic and agricultural depression of the 1930s Otay Mesa experienced a reduction in its local population as farmers and their families were forced to sell their land. Some families, like the Piper family, were able to stay on the mesa through the periods of decline.
- *Aviation and Military on Otay Mesa (1918-1956)*. Military aviation activity began in the area with an Army Air Corps air field set up adjacent to Alta School near the end of World War I. In the 1920s and 1930s Naval aviation activities developed and matured with the establishment of Navy Auxiliary Air Station, Otay Mesa in 1935. The Air Station expanded and was renamed Brown Field during World War II. Military aviation activities ebbed and flowed to meet wartime demands until the end of the Korean War.
- *Annexation to the City of San Diego (1956-1985)*. Otay Mesa was annexed to the City of San Diego in 1956. With the annexation came the conversion of Brown Field to a general aviation airport, the establishment of the Otay Mesa Municipal Water District, a transition of farming to industrial uses, and eventually the opening of a new U.S.- Mexican border crossing in 1985. Rezoning by the City induced further transition of the area from agricultural to commercial-industrial.

Survey Results

HRB Staff conducted site visits to the OMCPU in October 2008. Prior to the visits, historic maps were reviewed to determine areas on Otay Mesa in which above ground historical resources may be present. As anticipated, few built or above ground resources survive from the pre-1970 era. No potential historical resources (buildings, structures, objects, landscape features, or districts) were observed that would reflect themes significant in Otay Mesa's history. Though a few older

buildings constructed in the 1950s or 1960s are scattered throughout the area, these buildings do not reflect a significant theme in Otay Mesa's history. In addition, it appears that all significant buildings related to the mesa's aviation history have been identified in the Auxiliary Naval Air Station Brown Field Historic District. Therefore, no new potential historical resources related to aviation or military resources were identified as a result of the survey.

Survey Recommendations

Based on the historic context, reconnaissance survey, and lack of built environment resources, interpretation of Otay Mesa's early community may be the most appropriate preservation policy for historic, above ground period resources. This could take the form of interpretative signs, markers, a display in the public library, or the publication of brochures with a narrative description of the community's heritage.

Historic Preservation Element

The purpose of the Historic Preservation Element (Attachment 2) of the Otay Mesa Community Plan Update (CPU) is to guide the preservation, protection and restoration of historical and cultural resources within the CPU area. This element includes specific policies addressing the history and historic resources unique to Otay Mesa 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 Otay Mesa. The following historic preservation policies have been developed for the CPU.

- 10.1-1 Require archaeological surveys and consultation with interested Native Americans as part of future development within Otay Mesa.
- 10.1-2 Consider eligible for listing on the City's Historical Resources Register any significant archaeological or Native American cultural sites that may be identified as part of future development within Otay Mesa.
- 10.1-3 Consider eligible for listing on the City's Historical Resources Register any structure or site from the agricultural era that may be discovered as part of future development within Otay Mesa.
- 10.1-4 Consider eligible for listing on the City's Historical Resources Register any buildings associated with early military activities of the community that may be identified as part of future development within Otay Mesa.
- 10.2-1 Develop an interpretive program of Otay Mesa's history.
 - a. Identify designated historical resources, including the site of the Alta School and the Brown Field Historical District, with signs and markers.
 - b. Prepare a public display or brochure to highlight the agricultural and aviation history of Otay Mesa.

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 as further detailed in EIR Section 5.5 Historical Resources (Attachment 4). 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 development projects implemented in accordance with the Community Plan Update (CPU).

Impacts from future development on historical and archaeological resources in the CPU area would occur at the project level. Any grading, excavation, and other ground disturbing activities associated with future development implemented in accordance with the CPU that would affect significant archaeological sites or Traditional Cultural Properties would represent a significant impact to historical resources.

Impacts to resources associated with the built environment would include substantial alteration, relocation, or demolition of historic buildings, structures, objects, landscapes, and sites. Impacts from future development on the built environment would occur at the project-level. Any alteration, relocation, or demolition associated with future development that would affect historic buildings, structures, objects, landscapes, and sites would represent a significant impact to historical resources.

A Mitigation Framework has been incorporated into the FEIR to address potential impact to archaeological resources and historic buildings, structures and objects from future development implemented in accordance with the CPU. Specifically, future development implemented in accordance with the CPU and the supplemental development regulations for CPIOZ Type A (ministerial) which has the potential to impact historic buildings, structures and objects would not be required to incorporate the Mitigation Framework measures and alternatives adopted in conjunction with the certification of the Program EIR (PEIR). However, for future development subject to review under CPIOZ Type B (discretionary), implementation of the Mitigation Framework HIST-1 would be required. Future development in areas designated for commercial and industrial uses on properties that have not been previously graded, or have been graded but have not otherwise developed and would have the potential to impact archaeological resources, would be subject to review in accordance with the supplemental regulations for CPIOZ Type A (ministerial). For these project types that are consistent with the CPU, base zone regulations and the supplemental regulations for CPIOZ Type A and can demonstrate that are no archaeological or historical resources present on the project site; the project can be processed ministerially and would not be subject to further environmental review under CEQA. This will require submittal of an Archaeological Survey prepared by a qualified archaeologist in accordance with the City's Historical Resources Guidelines. Development proposals that do not comply with the CPIOZ

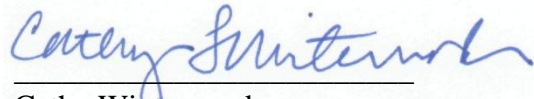
Type A supplemental regulations would be subject to discretionary review in accordance with CPIOZ Type B and the Mitigation Framework for Historical Resources.

CONCLUSION

In conclusion, the historic resources survey recommendations have been incorporated into the planning process for Otay Mesa 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 Otay Mesa Historic Context Statement and Historic Resource Survey, the Historic Preservation Element of the Otay Mesa Community Plan update, and the Final Environmental Impact Report related to Cultural/Historical Resources.



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CP/cw

Attachments:

1. Otay Mesa Historic Context Statement and Historic Resource Survey
2. Historic Preservation Element of the Otay Mesa Community Plan Update
3. Final Environmental Impact Report(FEIR) for the Otay Mesa Community Plan Update (Under separate cover)
4. EIR Section 5.5 Historical Resources

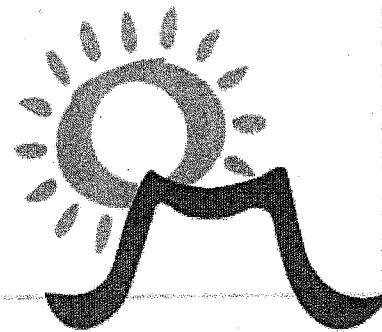


OTAY MESA COMMUNITY PLAN UPDATE

HISTORIC CONTEXT STATEMENT

AND

HISTORIC RESOURCE SURVEY



City of San Diego
Planning, Neighborhoods, and Economic Development Department
December 2008

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Executive Summary

This historic context statement was prepared in support of the City of San Diego's Otay Mesa Community Plan Update (OMCPU). The information in this document along with the Cultural Resources Report (Recon 2008) will be used to identify locations in Otay Mesa that may contain significant historical resources. In addition, both documents will be used to shape the historic preservation element of the OMCPU.

Significant historic themes in Otay Mesa's history include agriculture and aviation uses. The area was settled in the late 19th Century and was originally a rural farming community of San Diego County. Though the availability of water was limited, residents practiced dry farming for most of the early 20th Century. The landscape of Otay Mesa was dotted with farms and barns as the primary land use was agricultural. The small community was typical of other rural farming communities in the county. The center of the community became the Alta School and St. John's Lutheran Church. After the Great Depression of the 1930s, Otay Mesa experienced a

period of decline. While several families continued to farm on Otay Mesa, the Army and Navy began to use a large part of the mesa as training grounds for pilots. Originally known as East Field, this base was renamed Brown Field and ultimately transferred to the Navy. The Navy used Brown Field for training throughout World War II and again during the Korean War. In 1956 Otay Mesa was annexed to the City of San Diego and shortly thereafter, in 1961, Brown Field was acquired by the City. The conversion of Brown Field to a general aviation airport brought various small businesses, flying schools, and aircraft maintenance shops to the facility. In addition, after the Otay Mesa border crossing opened, the City rezoned much of Otay Mesa to commercial-industrial uses. With this rezoning, manufacturers moved to the area causing an increase in the number of warehouses and business parks located on Otay Mesa, reflecting the built environment visible today.

Previously identified historical resources on Otay Mesa include the Auxiliary Naval Air Station Brown

Field Historic District; this historic district was designated by the City's Historical Resource Board (HRB) as Site #405-408. Other previously identified historical sites on Otay Mesa include Site #409 (Building Facility 2004 at Brown Field), HRB Site #410 (Building Facility 2044), and HRB Site #411 (Auxiliary Naval Air Station Brown Field Historic District).

Historical resources staff conducted a reconnaissance survey of Otay Mesa in October 2008. The survey did not reveal the presence of resources that would reflect the agricultural or

aviation history of the area. Therefore, it does not appear that additional survey work will be required for above ground resources. The potential for archaeological resources will be addressed in a separate document.

Interpretation of Otay Mesa's early community may be the most appropriate preservation policy for historic, aboveground period resources. This could take the form of interpretative signs, a display in the public library, or the publication of brochures.

Project Overview

The historic context and survey apply to the area bounded by the limits of the Otay Mesa Community Planning Area. The Community Planning Area is bounded by the Otay River Valley and the City of Chula Vista on the north, the International border on the south, Interstate 805 on the west, and the County of San Diego on the east.

Investigations for the historic context statement included archival research and a reconnaissance survey. Archival research was conducted to gain specific information about the development of Otay Mesa within the context of the City of San Diego. The reconnaissance survey was conducted to determine the presence of potential historical resources within the planning area.

Archival research included an examination of various documents regarding the history of Otay Mesa. Items reviewed included primary and secondary sources such as previous historic maps, historic photographs, current aerial photographs, cultural resource studies, building evaluation reports,

and master's theses. A thesis completed on Otay Mesa provided an introduction to the history of the area.¹ Research was conducted at the San Diego Public Library, the San Diego Historical Society, and San Diego State University Library.

A records search was conducted in support of the OMCPU. The records search revealed 29 historical sites have been recorded within Otay Mesa (Table 1). In addition, numerous archaeological sites, including isolates have been recorded on Otay Mesa. The Cultural Resources Report prepared by Recon provides a complete table of all sites recorded in the planning area.

¹ Susan Painter, "Otay Mesa: A Study of the Impact of Water on Land Use Changes," M.A. Thesis, CSU San Diego, 1985

Table 1. Previously recorded historical resources within Otay Mesa

Address/Name/P-Number	Year Built	Status
1940 Cactus	1938	Not Eligible
1724 Cactus	Ca. 1940	Not Eligible
1704 Cactus	pre 1930	Not Eligible
APN # 645-090-05	Ca. 1940	Not Eligible
6395 Lonestar Rd (P-37-013724)	1954	Not Eligible
Unnamed farmstead/P-37-015980	pre 1903	Not Eligible
Site of Fred Piper Homestead (Brown Field) (P-37-015981)	pre 1903	Not Eligible
Site of Schroeder/Geyser/Stark Homestead (P-37-015982)	pre 1903	Not Eligible
Site of Lampe Homestead (P-37-015983)	pre 1903	Not Eligible - no buildings remain
Site of Dallet Homestead (P-37-015987)	pre 1903	Not Eligible
Site of St. John's Lutheran Church (P-37-015988)		Not Eligible - no buildings remain
Auxiliary Naval Air Station Brown Field Historic District/P-37-018246 (Buildings 10, 2002, 2003, 2005)	1941-1945	San Diego Historical Site #405-408
Auxiliary Naval Air Station Brown Field Historic District Alta School Site – Archaeological Site		San Diego Historical Site #411
Brown Field Building 2004		San Diego Historical Site #409
Brown Field Building 2/P-37-018247	1942-1945	Not Eligible

Brown Field Building 2006 and 2048/P-37-018248	1942-1944	Not Eligible
Brown Field Building 2007 and 2046/P-37-018249	1942-1944	Not Eligible
Brown Field Building 2010 and 2011/P-37-018250	1942	Not Eligible
Brown Field Building 2012/P-37-018251	1942-1944	Not Eligible
Brown Field Buildings 2017-2022/P-37-018252	1942	Not Eligible
Brown Field Building 2032/p-37-018253	1942-1944	Not Eligible
Brown Field Building 2033/P-37-018254	1942-1944	Not Eligible
Brown Field Buildings 2039 and 2946/P-37-018255	1942	Not Eligible
Brown Field Building 2044/P-37-018256	1942-1944	San Diego Historical Site #410
Brown Field Building 2049/P-37-018257	1942	Not Eligible
Brown Field Building 2050/P-37-018258	1942-1944	Not Eligible
Brown Field Building 2052/P-37-018259	1942-1944	Not Eligible
Brown Field Building 2054/P-37-018260	1942	Not Eligible
Brown Field Building 2056/P-37-018261	1942-1944	Not Eligible

Designated historical resources within the Otay Mesa Community Planning Area include HRB Site #405-408, the Auxiliary Naval Air Station Brown Field Historic District, Building facilities 10, 2002, 2003, and 2005. This resource is designated under HRB Criteria E. In addition, HRB site #409 (Building Facility 2004 at

Brown Field) is designated under Criteria B and C. HRB Site #410 (Building Facility 2044) is designated under Criteria B. Auxiliary Naval Air Station Brown Field Historic District Alta School Site-Archaeological Site (HRB Site #411) is designated under Criteria A.

Historic Context

The Otay Mesa Community Planning Area embodies several historical contexts. Some of these contexts can be applied to other areas of the City, while others are unique to Otay Mesa. The following contexts and periods of significance will be discussed in detail below. These contexts are organized in chronological order, and some periods overlap.

- Early History of Otay Mesa (1821-1870)
- Homesteads and Agriculture (1870 - 1920)
- Aviation and Military on Otay Mesa (1918 - 1956)
- Annexation to the City of San Diego (1956 - 1985)

Early History of Otay Mesa

Areas adjacent to Otay Mesa were settled during the Spanish (1769-1821) or Mexican (1821-1846) periods, but Otay Mesa remained relatively undeveloped in its natural state. During the Spanish period, Otay Mesa was placed under the jurisdiction

of the Mission San Diego de Alcalá.² The Spanish land use system was divided into three different jurisdictions including presidios, missions, and pueblos. The presidios were military installations, and the pueblos were civilian governments. The dominant land use under the missions was agricultural and livestock grazing. In the late 1820s and early 1830s a decline in the Mission's economic strength corresponded with a rise of ranchos.³ Ranchos in the vicinity of Otay Mesa included El Rancho del Rey, later known as El Rancho de la Purísima and El Rancho de la Nación (site of National City and Chula Vista). While ranchos were located within close proximity to Otay Mesa, no ranchos were located on the mesa during the Spanish period.⁴

During the Mexican period, Rancho Otay was located in the Otay Mesa area. This rancho encompassed 6,657 acres and was given to Dona

² Painter, 43.

³ ASM Affiliates, "Prehistoric and Historic Archaeology of Metropolitan San Diego: A Historic Properties Background Study", City of San Diego, August 2008.

⁴ Painter, 43.

Magdalena Estudillo in 1829.⁵ The southern boundary of Rancho Otay extended to include the northern tip of Otay Mesa (present day sections 20 to 24 of Township 18 South, Range 1 West).⁶ The economy of Rancho Otay as well as other ranchos was tied to the sale of hide and tallow. Sheep, livestock grazing, grain crops and wine grape sales provided supplemental income.

Following the Mexican-American War of 1845, the Treaty of Guadalupe-Hildago, and the statehood of California, the rancho system began to dissolve. The final draft of the Treaty did not provide for any protection of existing land titles. Land titles had to be confirmed under the Land Act of 1851, and often it was difficult to prove ownership due to a lack of records. Some of the land became available for sale, and many ranchos were divided or broken up.

The Homestead Act of 1862 allowed for American settlers to establish freehold title to 160 acres of undeveloped land. This act caused thousands to move west and establish homesteads and farms.

⁵ Painter, 46.

⁶ Ibid.

The first settlers arrived on Otay Mesa in 1870 and by 1879 wheat, barley, corn, tomatoes, and beans were being cultivated. These crops were sustained by water pumped from nearby streams and the Otay River.⁷ Residents of Otay Mesa were also dependent on the storage of precipitation and wells for their water supply. There was an excessive amount of precipitation during the 1861-1862 season; however, this season was followed by a period of prolonged drought from 1862 to 1864.⁸ Though the availability of water would impact the settlement of Otay Mesa, settlers continued to arrive and establish homesteads during the late 19th Century.

⁷ City of San Diego, Otay Mesa Community Plan and Environmental Impact Report, 1981, 100.

⁸ Painter, 54.

Homesteads and Agriculture

Development of Otay Mesa during the late 19th Century was typical of development of other rural portions of San Diego County. Settlement was scattered as by the 1870s there were only ten to twelve families living and farming on Otay Mesa.⁹ Otay Mesa was relatively isolated from the rest of San Diego as it took four hours to haul barley down Chester Grade (Otay Valley Road), the main road to and from San Diego. Otay Mesa was home to about 140 individuals brought together by geographical boundaries, a school, and a church.¹⁰ Though separated from the City of San Diego, similar to other farmers in San Diego County, the residents of Otay Mesa contributed to the growth of the region through the production of various crops.

Southern California experience a period of economic growth and "land boom" in the late 1880s unparalleled in the history of the region. The boom of the 1880s was evident in San Diego in 1885

when land speculators began to buy up San Diego County land in anticipation of a railroad connection between San Diego County and the transcontinental Santa Fe line at Barstow. The development of Otay Mesa was impacted by this period of speculation as the demand for agricultural land increased.

The growth in the number of farms through San Diego County can be partially attributed to the settlement of Otay Mesa. Between 1885 and 1887, Otay Mesa was promoted as a rich agricultural resource. Though located well above the Otay and Tijuana rivers, the availability of water was not an overwhelming concern to settlers of Otay Mesa. Promoters announced plans to establish irrigation districts and construct reservoirs and pipelines that would provide water for the mesa. Promoters argued that annual rainfall and dry farming could sustain a variety of crops. Though irrigation would not be available to the area until the 1950s, pioneer

⁹ Painter, 67.

¹⁰ Stephen Van Wormer, "Historical and Architectural Assessment of the Piper Homestead, Otay Mesa, City of San Diego, January 12, 1987, 3.

farmers did lay claim to vacant federal lands under the Homestead Act of 1862 at little or no cost.¹¹

By 1887, there were 40 households on Otay Mesa and a community of 140 people including 25 school-age children.¹² Farmhouses and barns dotted the landscape as farms ranged in size from 160 to 320 acres (Figure 1). Among the residents of

Otay Mesa was a large group of German immigrants. Several of the residents were related and had originally settled in New York County, Nebraska in the 1870s. This included Charles and Herminia Piper, Charles' cousin Fred Piper and his wife, and Fred's Uncle John and Aunt Sophia Geyser.¹³ Other settlers included Henry Beckley, Dederict Lampe, John Schroeder, and the Starks.¹⁴

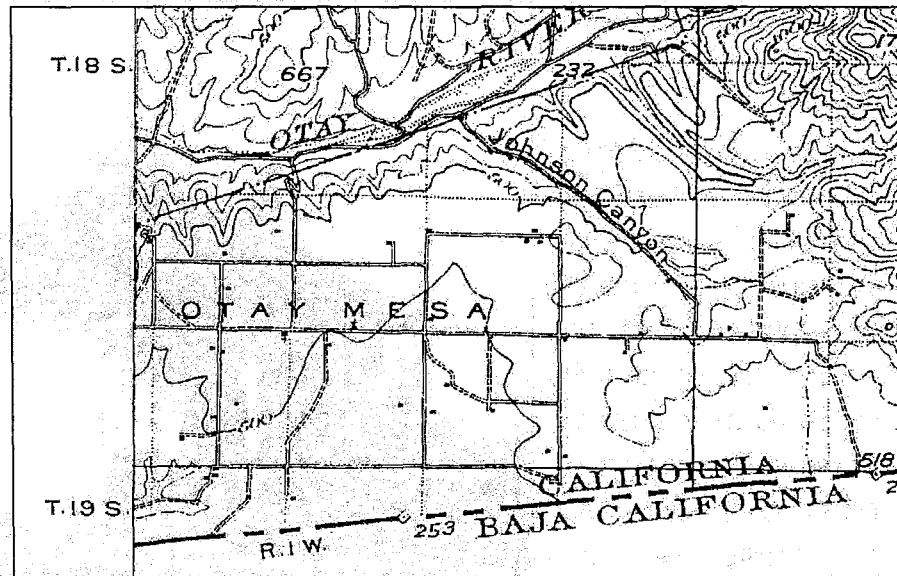


Figure 1. USGS Cuyamaca Topographic Map, 1903, reprinted 1942.
Source: San Diego Historical Society

¹¹ Stephen Mikesell, "Historic Architectural Survey Report for the State Route 905 Projects San Diego County, California, May 1997, 3-4.

¹² Van Wormer, 4.

¹³ Ibid.

¹⁴ Mary Robbins-Wade and Stephen Van Wormer, "Historic Properties Study for the Brown Field Master Plan Update Otay Mesa, San Diego, California", April 1999, 19.

Between 1885 and 1890, the rural farming community of Otay Mesa became an established community. In 1886, Otay Mesa residents established the Alta School District and constructed a school (Figure 2). The school was located about one mile west of Charles Piper's farm (what is now Brown Field). Otay Mesa also had its own store, post office, and blacksmith shop by 1890. This area was known as Siempre Viva and was located on the farm of J. Harvey McCarthy.¹⁵

In 1889 a church was constructed by German Lutherans on Otay Mesa. St. John's Lutheran Church along with Alta School were the center of the Otay Mesa community. The church was located approximately ½ mile west of the school. Both the church and school served as a center of activity and gathering spaces for the residents of the mesa. The Pipers served as trustees of the church and on the Alta School Board. The children of Charles and Fred Piper, Henry Beckley, John Schroeder, and Dederict Lampe attended Alta School.

The lack of easily accessible water was not a restriction for residents of Otay Mesa. During the late 1880s, San Diego County enjoyed higher than average rainfall, and farmers produced plentiful crops. Wheat and barley were staple crops and hauled by wagon to the railroad station in Otay Valley.¹⁶ The National City and Otay Railroad delivered the crops to San Diego. Farmers

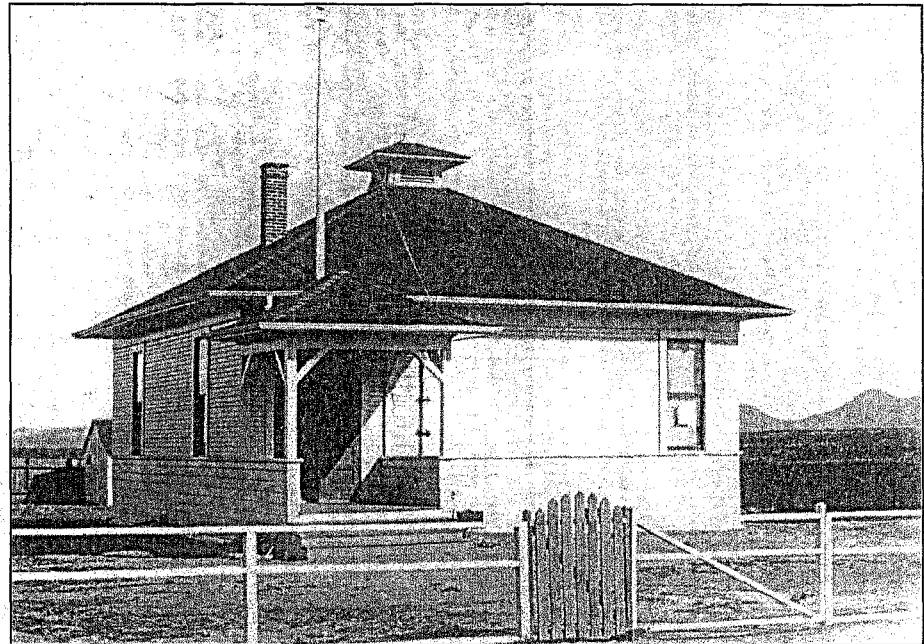


Figure 2. Alta School, 1935

Source: San Diego Historical Society

¹⁵ Ibid., 20.

¹⁶ Van Wormer, 8.

experimented with a variety of other crops including corn, raisins, lemons, oranges, quince, apricots, peaches, potatoes, beans, and berry bushes.¹⁷ Though early success was strong, by 1890, local papers were discounting the myth that dry farming could be successful in San Diego County.

The supply of water impacted development on Otay Mesa. Wells were dug on the mesa and pumped with windmills, but this was a difficult task as water was 123 feet below grade level.¹⁸ Water was also collected in cisterns; each house had three or four.¹⁹ Water for domestic use and also farming was collected in catchments, natural depressions that were used to "catch" and store precipitation runoff. These catchments could be natural depressions or man-made. Other water storage systems included the use of waterwagons, a horse drawn wagon that would deliver water to Alta School. Families would fill water containers at the school from the waterwagon.²⁰ The use of wells, cisterns,

catchments, and the waterwagon continued until 1961 when a water district was established.

Between 1900 and 1920 a drought brought a decline in the number of residents living on Otay Mesa. In 1899 there were 27 households with children attending Alta School. However, a dry weather cycle between 1897 and 1905, reduced the number of households with children in school. By 1900, there were only eight households with children attending school. The number of households sending children to school would not reach the same level as the late 19th century. There were only nine families with children attending Alta School in 1910.²¹ The Charles Piper family was one of the few households to remain on Otay Mesa during the drought years. By 1906, Henry C. Piper, the son of Charles, had taken over farm operations.

¹⁷ Painter, 72. VanWormer, 8.

¹⁸ Van Wormer, 8.

¹⁹ Painter, 70.

²⁰ Ibid.

²¹ Van Wormer, 8.

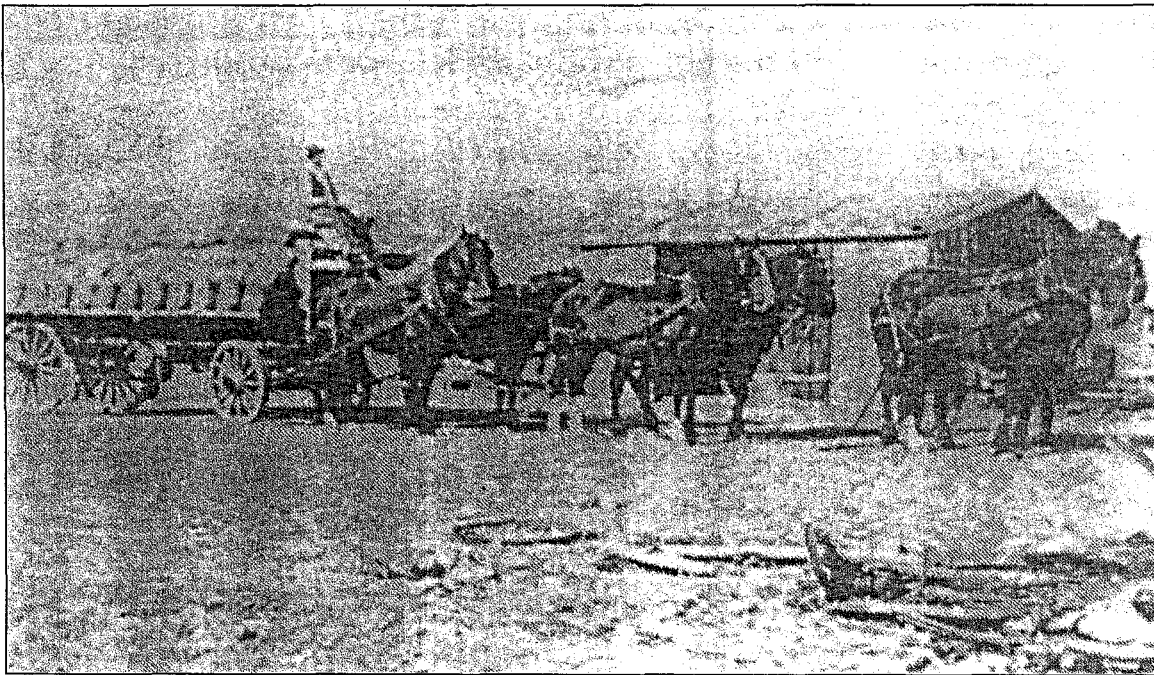


Figure 3. Hauling grain on the Piper Ranch, circa 1900
Source: Chula Vista Historical Society

During the 1920s, a nationwide agricultural depression brought difficult times for all San Diego County farmers. The Great Depression of the 1930s continued to cause economic hardship and many of the rural farm schoolhouse communities in San Diego County including Otay Mesa disappeared or were greatly reduced. Some farmers were forced

to sell their land to those who remained on the mesa. Some portions of the mesa were leased and farmed by non-residents. During the early 1940s, the main crop was garbanzo beans while the land that was unsuitable for bean cultivation was used to raise grain or graze cattle.²²

The Piper family remained on Otay Mesa during the periods of decline. In 1906, Henry C. Piper, the son of Charles Piper, took over farm operations. In 1936 Henry's sons, Herman and Henry, Jr. took over operation of the farm. The Pipers continued to cultivate hay

and grain as well as garbanzo beans (Figure 3). In the late 19th and early 20th Century steam-power and horses were used to power machinery and haul produce. By the 1920s, tractors and trucks had replaced horses and steam-powered machinery.

²² Wade and Van Wormer, 29-30.

The Pipers continued to farm on Otay Mesa throughout the second half of the 20th Century after World War II and into the 1980s.²³ The Piper Home, built in the late 19th Century after the family arrived in 1887, was demolished in the late 1980s.²⁴

Aviation and Military on Otay Mesa

Aviation history on Otay Mesa can be traced to the 1880s. In 1883 John Joseph Montgomery made the world's first controlled flight with a fixed curved-wing glider from the top of a hill on Otay Mesa. Montgomery's flight took place 20 years before the Wrights made their world famous flight in North Carolina.

Though it would be another 30 years before other aviation activities were present on Otay Mesa, the history of aviation is closely tied to the area. The Army Air Corps assembled an air field along Otay Mesa Road in 1918 just before the United States entered World War I. The air field was located

adjacent to Alta School and was originally known as East Field. The facility was established to provide advanced training for pilots who received their basic training at Rockwell Field on North Island near Coronado.²⁵ The Army established three fields: a junior flying field, a senior flying field, and a deadstick field. The World War I facility was temporary in nature and included tent housing and tent hangars for the aircraft. After World War I, the air field was under caretaker status and students returned to Alta School.²⁶

During the 1920s, the U.S. Navy began to have a presence at East Field as they used the airstrip as a practice landing field.²⁷ In December 1928, the Navy leased 320 acres located just west of Alta School, as an auxiliary airfield to Naval Air Station San Diego on North Island. The location of an airfield on Otay Mesa was ideal during periods of mist and fog when flying was difficult at coastal Navy fields. Though the landing field was not

²³ Van Wormer, 9.

²⁴ Mikesell, 4.

²⁵ *Ibid.*, 5.

²⁶ Wade and Van Wormer, 30.

²⁷ *Ibid.*, 34.

graded, the open field had ruts worn into the ground from numerous practice landings.

In 1935 the Army transferred East Field to the Navy and the facility became known as Navy Auxiliary Air Station, Otay Mesa. Between 1940 and 1942, the Navy improved the base with the installation of three small landing mats and construction of a small storage building. One of the landing mats was 750 by 100 feet and the other two were 600 by 100 feet.²⁸ The future plan for the base called for three standard runways 2,000 feet long by 300 feet wide. In order to construct these runways, the Navy acquired an additional 475 acres located to the west and north of the original air field.²⁹ In June 1943, a Ship's Service Department including a store, barber shop, laundry, shoe repair shop, and lunch counter opened on the base. By July 1943, the runways had been extended and support facilities including barracks had been constructed. In August 1943 Chief of Naval Operations renamed the base Brown Field in memory of Commander Melville

²⁸ Ibid., 37.

²⁹ Ibid.

Stuart Brown, killed in a plane crash in November 1936 near Descanso, California.³⁰

Brown Field continued to expand during World War II. Between July and November of 1943, a 6,000 foot Portland cement concrete runway 200 feet wide, was built on top of the original east-west asphalt runway.³¹ Other improvements included bachelor officer's quarter, mess hall, dispensary, assembly and repair shops, nose (end) hangars, storehouses, magazine area, athletic pavilion and facilities, recreation and ship's service, transmitter building, control tower, administration building, outdoor skeet range, and aircraft parking areas. Throughout World War II, the base operated as a training facility for the Navy. In July 1944, there were approximately 1,400 individuals on the base and an expansion plan to increase the capacity to 2,000.³²

The end of World War II reduced the activities at Brown Field and in October 1946 the Navy leased the facility to San Diego County for possible

³⁰ Ibid., 38.

³¹ Ibid.

³² Ibid., 42.

development as a municipal airport. Though some private aircraft occupied the base, the County did not undertake any improvements and other buildings were leased to Sweetwater Union High School District.³³

In November 1951 with the outbreak of the Korean War, the Navy reopened Brown Field as an auxiliary landing field to Naval Air Station San Diego. World War II era buildings were renovated and the runway was expanded to accommodate jet aircraft. The Navy acquired 160 acres to the east, including the site of Alta School, to expand the runway.³⁴ The expansion of the runway resulted in the current configuration of Brown Field and the use of the original "X" configured runway ceased at this time. With the end of the Korean War, activities again were reduced at Brown Field.³⁵

³³ Ibid.

³⁴ Ibid., 43.

³⁵ Ibid.

Annexation to the City of San Diego

Otay Mesa was annexed to the City of San Diego in 1956 (Figure 4). By the late 1950s, the City was interested in acquiring Brown Field to relieve congestion at Lindbergh Field and to provide another airport for private pilots. San Diego's Mayor, Charles Dail, was a proponent of the plan, but the San Diego Chamber of Commerce was opposed.³⁶ Although this early plan for a City airport on Otay Mesa failed, in February 1961, the San Diego City Council voted to acquire Brown Field for use as a general aviation facility. The City took possession of Brown Field on September 1, 1962.³⁷

The conversion of Brown Field to a general aviation airport brought various small businesses, flying schools, and aircraft maintenance shops to the facility. The City received \$40,000 in annual revenue from the businesses at the airport.³⁸ In the late 1960s Pacific Southwest Airlines operated a commercial pilots school at Brown Field.

³⁶ Ibid., 43-45.

³⁷ Ibid., 45.

³⁸ Ibid.

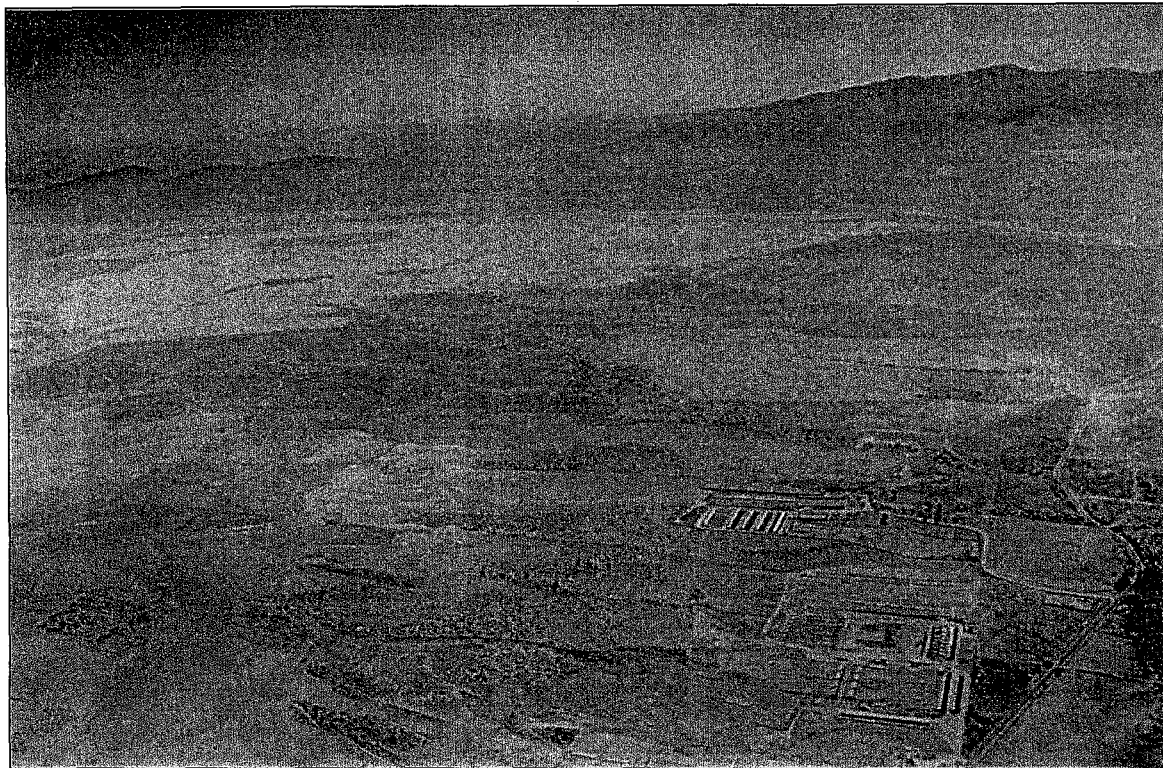


Figure 4. Aerial of Otay Mesa, 1956
Source: San Diego Historical Society

In addition, due to the proximity to the U.S. border with Mexico, Federal agencies became associated with the airport. The Border Patrol moved its light planes to Brown Field in 1962. In addition, the U.S. Customs Service changed the port of entry for San

Diego County from Lindbergh Field to Brown Field.³⁹ Though used as a successful small aircraft facility, Brown Field never became an international airport or one that relieved congestion at Lindbergh Field.

Along with the conversion of Brown Field to a general aviation airport, other changes in Otay Mesa during the post World War II period included the establishment of the Otay Mesa Municipal Water District (known as the Otay Water District today). The Otay Mesa Municipal Water District delivered a dependable water supply to Otay Mesa from a pipeline

connection to the Colorado River and Feather River.⁴⁰ However, though access to water was improved, this did not cause a resurgence in agricultural uses on Otay Mesa. Limited agricultural use remained on Otay Mesa in the second half of

³⁹ Ibid., 46.

⁴⁰ Mikesell, 6.

the 20th Century, but reflected a different type of farming. The availability of irrigation allowed for a variety of vegetable farming including tomatoes, celery, bell peppers, cucumbers, and barley.⁴¹ Farming continued into the 1970s with 1,500 acres on Otay Mesa planted with crops, but the acreage declined to 700 in 1980.⁴²

In the 1970s a variety of development was planned for Otay Mesa. Several amusement parks were proposed including "Captain Nemo's Twenty Thousands League Under the Sea" and "La Frontera."⁴³ The Captain Nemo Park was supposed to be located southwest of Brown Field with an accompanying residential development. Though neither of the amusement parks was constructed, South Bay Speedway, an auto and motorcycle racetrack, was built on Airway Road, between Harvest Road and La Media Road.⁴⁴

Along with a transition from farming to industrial uses, the federal government decided to open a

second border crossing at Otay Mesa. The border crossing was planned in the 1970s, but did not open until 1985.⁴⁵ This was the first U.S.-Mexican border crossing to be located in a largely unsettled area. In response to the new border crossing, the City of San Diego rezoned most of Otay Mesa from agriculture to commercial-industrial. With this rezoning, a variety of industrial uses moved to Otay Mesa including auto-wrecking recycling yards. The new border crossing and industrial zoning spurred an increase in manufacturers moving to the mesa. Some of the first manufacturers located on Otay Mesa included Japanese companies, Sanyo and Panasonic.⁴⁶ The Otay Mesa industrial zone was home to dual-site plants, in which manufacturers could develop plants on both sides of the border. Manufacturers would use Mexican plants for final assembly work and Californian plants to warehouse parts and finished products. The increase in industrial and commercial uses led to an increase in the number of business parks and warehouses and

⁴¹ Painter, 104.

⁴² Mikesell, 6.

⁴³ Painter, 78.

⁴⁴ Ibid.

⁴⁵ Mikesell, 6.

⁴⁶ Ibid., 7.

by 1993 there were three and one-half million acre-feet of industrial space on Otay Mesa.⁴⁷

Property Types

The Otay Mesa Community Planning Area contains a variety of property types including residential, commercial, industrial, and institutional. Residential property types range from single family homes to multi-family complexes. However, most of these buildings have been constructed since 1970 and do not relate to significant themes (homesteading/agricultural or aviation) in Otay Mesa's history. Based on Otay Mesa's historic context, expected significant historical resources would likely include wood framed residences that date to the early 20th Century, farm buildings, or other agricultural structures. Significant properties may also include landscape features such as eucalyptus groves, agricultural fields, or remnants of irrigation systems.

Previous reports have documented the significance of homesteads on Otay Mesa.⁴⁸ The Piper

⁴⁷ Ibid.

Homestead was a Folk style building known as a I-house (two rooms wide and one room deep) (Figure 5). The building was a wood structure, with both a one and two-story wing. At the time it was documented in 1987, the Piper House was one of the last buildings that remained on Otay Mesa that reflected the agrarian history of the area. Though determined to be significant, the Piper House was torn down in the late 1980s.

Commercial buildings are concentrated along Otay Mesa Road and consist primarily of strip malls or large shopping complexes. The store that served the residents of Otay Mesa was located in Siempre Viva in an area just outside the boundaries of the Community Planning Area. Large industrial buildings and business parks are located throughout Otay Mesa, but these buildings were primarily constructed in the last twenty to thirty years and also do not reflect significant themes in Otay Mesa's history. Along with large industrial parks, auto-wrecking yards are located along Heritage Road.

⁴⁸ Van Wormer 1987.

Institutional property types consist of public schools (San Ysidro High School), a fire station, churches, US Customs offices, and the Otay Border Crossing. The majority of these structures have also been constructed since the 1970s. Though a few churches are located on Otay Mesa, St. John's Lutheran Church is no longer present on its site. In addition, Alta School has also been removed.

Properties that may reflect Otay Mesa's aviation and military history are located on Brown Field. An intensive level survey of Brown Field has been conducted and a small historical district was identified (HRB Site #405-408, the Auxiliary Naval Air Station Brown Field Historic District).⁴⁹

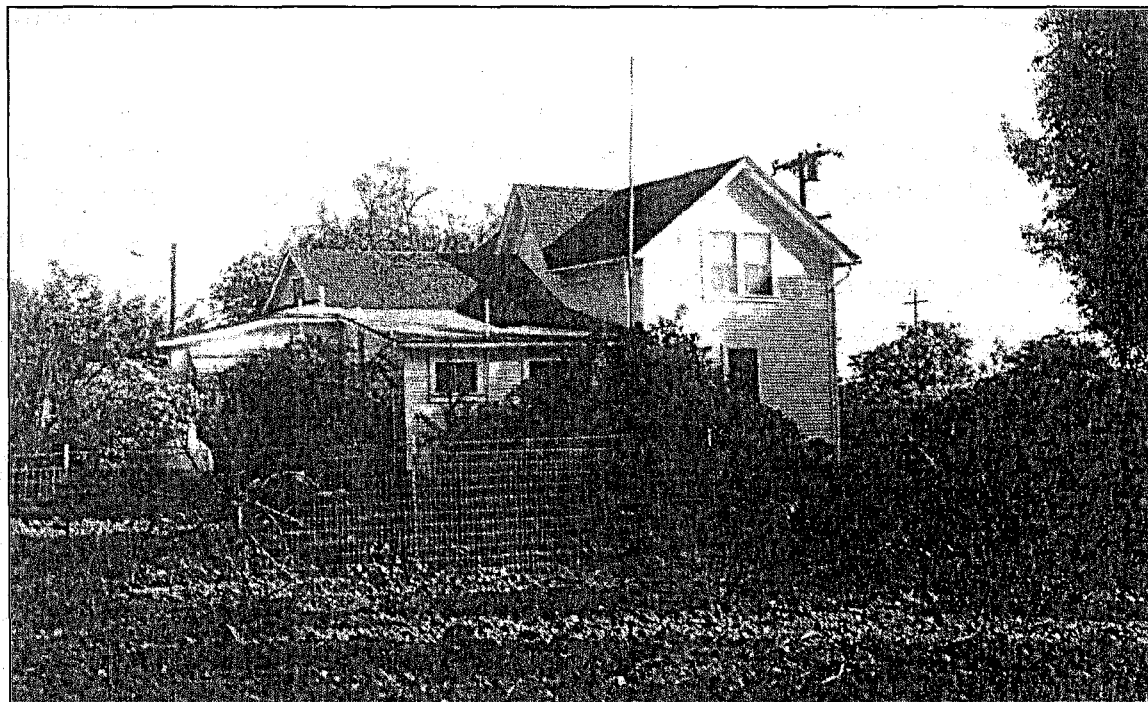


Figure 5. Piper Home
Source: Stephen Van Wormer (1987)

⁴⁹ Wade and Van Wormer, 1999.

Survey Results

HRB Staff conducted a site visit to the OMCPU on October 21, 2008 and October 24, 2008. Prior to the site visit, historic maps were reviewed to determine areas on Otay Mesa in which above ground historical resources may be present. As anticipated, few built or above ground resources survive from the pre-1970 era. No potential historical resources (buildings, structures, sites, objects, landscape features, or districts) were observed that would reflect themes significant in Otay Mesa's history. Though a few older buildings constructed in the 1950s or 1960s are scattered throughout the area, these buildings do not reflect a significant theme in Otay Mesa's history. In addition, it appears that all significant buildings related to the mesa's aviation history have been identified in the Auxiliary Naval Air Station Brown Field Historic District. Therefore, no new potential historical resources related to aviation or military resources were identified as a result of the survey.

Recommendations

Based on the historic context, reconnaissance survey, and lack of built environment resources, interpretation of Otay Mesa's early community may be the most appropriate preservation policy for historic, above ground period resources. This could take the form of interpretative signs, markers, a display in the public library, or the publication of brochures with a narrative description of the community's heritage.

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10.0 Introduction

The City of San Diego General Plan Historic Preservation Element is intended to preserve, protect, restore, and rehabilitate historical and cultural resources throughout the City of San Diego. The Otay Mesa Historic Preservation Element includes specific policies addressing the history and cultural resources unique to Otay Mesa 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 Otay Mesa.

The history of a region provides the context for the identification, evaluation and management of historical resources. The historic context statement, found in Appendix C of the plan, is the foundation for preservation planning and is a valuable tool for understanding, identifying, and evaluating the historic resources of Otay Mesa. Based on one or more themes, a geographical area, and periods of significance, the context statement describes the broad patterns of historical development of a community or region that are represented by the physical development and character of the built environment. It also identifies important associated property types, and establishes eligibility criteria and integrity thresholds.

GOALS

- Identification and preservation of significant historical resources in Otay Mesa
- Educational opportunities and incentives related to historical resources in Otay Mesa



Historic Preservation Element

The Otay Mesa Historic Preservation Element contains specific goals and recommendations to address the history and cultural resources unique to Otay Mesa in order to encourage appreciation of the community's history and culture. The policies, along with the General Plan policies, provide a comprehensive historic preservation strategy for Otay Mesa. A complete discussion of the community's Prehistory and History can be found in the Historic Context Statement (Appendix C).

10.1 Identification and Preservation of Historical Resources

Although archaeological resources were not identified during the historic survey of the plan area, due to the subsurface nature of these resources, potentially significant sites associated with Native American use of the area are expected based on the large number of sites already identified by previous efforts.

Significant themes in Otay Mesa's history include agricultural and military uses. Property types associated with the earlier agricultural theme are wood framed residences, farm buildings, landscape features such as agricultural fields or irrigation systems, and early commercial and institutional buildings, such as the Alta School House and St. John's Lutheran Church. None of these property types were identified during a recent

historic survey (Appendix XX) as still existent within Otay Mesa.

Properties that reflect the military themes of Otay Mesa are concentrated on Brown Field. A previous intensive survey of Brown Field identified a historic district among the buildings and structures within the airport property. It is not likely that properties located outside Brown Field would be found to be associated with the military history of Otay Mesa.

The adopted criteria for designation of a historical resource in San Diego are provided in the General Plan and the Historical Resources Guidelines of the Land Development Manual. Guidelines for the application of these criteria were made part of the Historical Resources Guidelines to assist the public, project applicants, and others in the understanding of the designation criteria.

DESIGNATED HISTORICAL RESOURCES

Designated historical resources within Otay Mesa reflect the area's aviation history and the early development of the area as an agricultural community. Designated resources include HRB Site #405-408, the Auxiliary Naval Air Station Brown Field Historic District, Building facilities 10, 2002, 2003, and 2005. This resource is designated locally due to its distinctive architecture and eligibility for listing on the National Register (HRB Criterion E). In





**HRB#405-408 - Brown Field (portions)
Determined eligible for National Register Listing**

In addition, HRB site #409 (Building Facility 2004 at Brown Field) is designated locally for its association with the war effort and distinctive architecture (Criteria B and C). HRB Site #410 (Building Facility 2044) is also designated for its association with the war effort (Criterion B). The Alta School Site (HRB Site #411) is designated under Criterion A for its archaeological significance, exemplifying Otay Mesa's unique history.

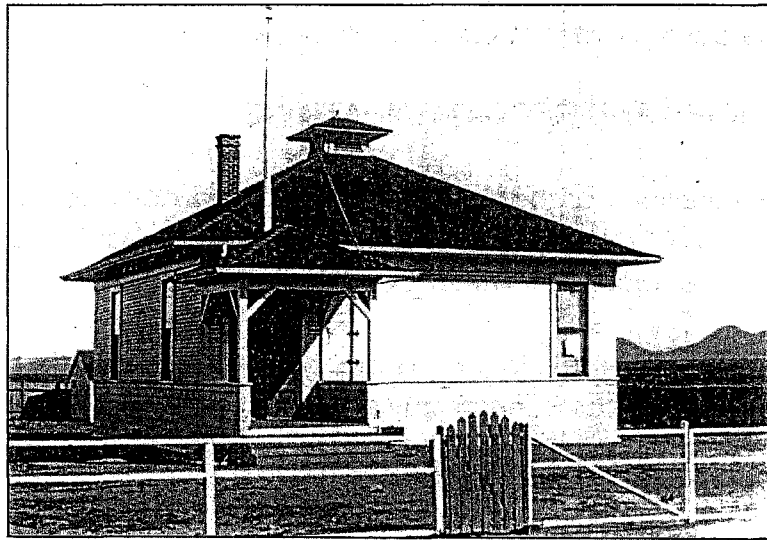
These significant historical resources and others that may be identified in the future are protected and preserved through existing General Plan policies, historical resources regulations and guidelines, and established

City practices. Additional policies that address the historical resources of Otay Mesa follow.

POLICIES AND RECOMMENDATIONS

- 10.1-1 Require archaeological surveys and consultation with interested Native Americans as part of future development within Otay Mesa.
- 10.1-2 Consider eligible for listing on the City's Historical Resources Register any significant archaeological or Native American cultural sites that may be identified as part of future development within Otay Mesa.
- 10.1-3 Consider eligible for listing on the City's Historical Resources Register any structure or site from the agricultural era that may be discovered as part of future development within Otay Mesa.
- 10.1-4 Consider eligible for listing on the City's Historical Resources Register any buildings associated with early military activities of the community that may be identified as part of future development within Otay Mesa.





Alta School, 1935
Source: San Diego Historical Society

10.2 Educational Opportunities and Incentives Related to Historical Resources

DISCUSSION

Revitalization and adaptive reuse of historic buildings and districts conserves resources, uses existing infrastructure, generates local jobs and purchasing, supports small business development and heritage tourism and enhances quality of life and community character. The successful implementation of a historic preservation program requires widespread community support. In order to better inform and educate the public on the merits of historic preservation, information

on the resources themselves, as well as the purpose and objectives of the preservation program, must be developed and widely distributed.

There are a number of incentives available to owners of historic resources. The California State Historic Building Code provides flexibility in meeting building code requirements for historically designated buildings. Conditional Use Permits are available to allow adaptive reuse of historic structures consistent with the U.S. Secretary of the Interior's Standards and the character of the community. The Mills Act, which is a highly successful incentive, provides property tax relief to owners to help rehabilitate and maintain designated historical resources. Additional incentives recommended in the General Plan, including an architectural assistance program, are being developed and may become available in the future.

POLICIES AND RECOMMENDATIONS

- 10.2-1 Develop an interpretive program of Otay Mesa's history.
 - a. Identify designated historical resources, including the site of the Alta School and the Brown Field Historical District, with signs and markers.
 - b. Prepare a public display or brochure to highlight the agricultural and aviation history of Otay Mesa.



Historic Preservation Element

c. Specific plans for the village areas should include an interpretive program that highlights the history of Otay Mesa and any specific resources identified within the specific planning area.

10.2-2 Develop new incentives focused on the protection of Native American and archaeological resources, such as reduced permitting costs, increased floor area ratio, or larger building envelop when preserving significant cultural resources.

5.5 Historical Resources

This section addresses historical and archaeological resources and is based on the Cultural Resources Technical Report for the CPU, prepared by RECON in 2012 (Appendix E). It should be noted however, that the conclusions found in the Cultural Resources Technical Report for the CPU differ from those contained in this EIR section. The conclusion of "Significant and Mitigated" was determined after a comprehensive review of the CPU and associated policies, goals and zoning actions which will guide future development in the CPU area. Historical resources includes all properties (historic, archaeological, landscapes, traditional, etc.) eligible or potentially eligible for the National Register of Historic Places (NRHP), as well as those that may be significant pursuant to state and local laws and registration programs such as the California Register of Historical Resources or the City of San Diego Historical Resources Register. Historical resources are site improvements, buildings, structures, historic district signs, features (including significant trees or other landscaping), places, place names, interior elements and fixture designated in conjunction with a property, or other objects of historical archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance to the citizens of the City and the region. They include building structures, objects, archaeological sites, districts or landscapes possessing physical evidence of human activities that are typically over 45 years old, regardless of whether they have been altered or continue to be used. Also included are distinguishing architectural characteristics and TCPs. 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.

5.5.1 Existing Conditions

5.5.1.1 Historic Background

San Diego County has a long cultural history. A detailed chronology of the prehistoric and historic settlement is contained in Appendix E.

a. Ethnographic Background

Prior to European settlement, a variety of usable resources were on Otay Mesa. The coastal sage scrub, chamise chaparral, and maritime succulent scrub communities contain many plants used by the Kumeyaay population. These plants were used for food, medicine, ceremonies, and as a source of wood. Animals included jackrabbit, bush rabbit, cottontail rabbit, ground squirrel, woodrats, other small rodents, deer, and various small birds and reptiles. Another resource was Santiago Peak Volcanics, a raw material for flaked stone tool production, which was easily obtainable.

Otay Mesa is in the traditional territory of the Kumeyaay (also known as Kamia, Ipai, Tipai, and Diegueño). At the time of the Spanish invasion, the Kumeyaay occupied the southern two-thirds of San Diego County. The Kumeyaay belong to the Hokan language family, which includes the lower Colorado River tribes (e.g., Quechan [Yuma], Mojave, Halchidhoma, Cocopa) and Arizona groups (e.g., Maricopa, Havasupai, Paipai) to whom they are closely related.

Traditional Kumeyaay territory extended over the southern two-thirds of San Diego County, from Agua Hedionda (south of Carlsbad) south to some 20 miles below Ensenada, in northern Baja California, Mexico. On the west, their territory started at the Pacific Ocean and extended to the mountains of the Peninsular Range and into the desert just beyond. Kumeyaay territory included a number of ecological zones including rocky shore and sandy ocean beaches on the coast. As one moved east from the shore, there were grasslands, marshes, the coastal chaparral-covered Otay Mesa, oak groves, riparian woodlands, cypress woodland on Otay Mountain, and pine and cedar forest in the Laguna and Cuyamaca Mountains.

Subsistence for mountain and valley people focused on gathering plant foods. Acorns are thought to have been the most important dietary staple for the Kumeyaay. Agave (mescal) was an important food found along the arid eastern slopes of the Peninsular Range. Hunting contributed to the diet in a minor way. It was focused on small game, primarily rabbits and rodents. These were taken with bow and arrow, throwing stick (macana), or nets. Hunting of large game was somewhat less important, with deer and bighorn sheep taken on occasion. Large game provided leather and sinew for clothing and crafts.

The most basic social and economic unit was the patrilocal extended family. Within the family, there was a basic division of labor based upon gender and age, but it was not rigid. Women made pottery and basketry, gathered plant resources, ground seeds and acorns, prepared meals, and so on. Men hunted, fished, helped collect and carry acorns and other heavy tasks, and made tools for the hunt. Old women were active in teaching and caring for children while younger women were busy with other tasks. Older men were involved in politics, ceremonial life, teaching young men, and making nets, stone tools, and ceremonial paraphernalia.

Settlement systems typically consisted of two or more seasonal villages with temporary camps radiating away from these central places. For example, the Kwaaymii Band, which spent summers at Mount Laguna, migrated downslope to Vallecitos to spend the winter in the desert.

b. Prehistoric Background

As described in the Cultural Resources Technical Report, the prehistory of Otay Mesa can generally be divided into three major periods: Paleoindian (also referred to as PaleoAmerican), Archaic, and Late Prehistoric. An additional pre-Paleoindian period

(Malpais Period) is also recognized by some researchers. The dates associated with these periods range from pre-12,000 B.P. to 1769 with some considerable regional variation. These four periods are discussed in detail below.

Malpais Period (prior to 12,000 B.P.)

A number of researchers posit a period that predates the PaleoAmerican period. This pre-PaleoAmerican period is now often called the Malpais period, a term that was adapted from the early work of Malcolm Rogers in 1939, who used it to refer to what is now the first portion of the San Dieguito and Lake Mojave complex. This complex is characterized by heavily patinated choppers, scrapers, and other crude, core-based tools typically found deeply embedded in desert pavements. Many researchers are skeptical of the existence of this period and obtaining reliable dates has been elusive.

PaleoAmerican Period (12,000 to 7,000 B.P.)

The earliest well-documented sites in the San Diego area belong to the San Dieguito complex, which are thought to be from the PaleoAmerican period. Related materials have been found in the Mojave Desert and in the Great Basin, referred to as the Lake Mojave Complex. The San Dieguito and Lake Mojave Complex are thought by most researchers to have an emphasis on big game hunting. The assemblage is dominated by finely made scraping and chopping tools of felsite or fine-grained basalt. Large-stemmed Lake Mojave and Silver Lake types. Leaf-shaped projectile points are relatively abundant while seed grinding technology was limited or absent (Warren 1984).

Archaic Period (7,000 to 1,500 B.P.)

This period brings an apparent shift toward a more generalized economy and an increased emphasis on seed resources, small game, and shellfish. The local cultural manifestations of the Archaic Period are called the La Jollan Complex along the coast, and the Pauma Complex inland (True 1980). Pauma Complex sites lack the shell that dominates many La Jollan sites. Along with an economic focus on gathering plant resources, the settlement system appears to have been more sedentary. There appears to have been a shift away from the northern San Diego coast in the middle of the period. This is most likely a response to the depletion of coastal resources and the siltation of lagoons. The La Jollan assemblage is dominated by rough, cobble-based choppers and scrapers, and slab and basin metates. Bedrock milling is absent and projectile points are rare, although Elko series points are occasionally noted (Justice 2002).

Late Prehistoric Period (1,500 B.P. to 1769)

The Late Prehistoric period of the southern San Diego coast and foothills is characterized by the Cuyamaca Complex.

The Cuyamaca complex is characterized by the presence of steatite arrowshaft straighteners, steatite pendants (some of these steatite items are incised with crosshatching), and steatite comales (heating stones, some of which are biconically drilled on one end). Ceramics appear for the first time during this period in the form of Tizon Brownware pottery, ceramic figurines reminiscent of Hohokam styles, ceramic "Yuman bow pipes," ceramic rattles, and miniature pottery vessels. Stone artifacts include various cobble-based tools (e.g., scrapers, choppers, hammerstones), bone awls, manos and metates, and mortars and pestles. Projectile points consist of Desert Side-Notched and less commonly Cottonwood Series projectile points (True 1966, 1970). These small points indicate the advent of the bow and arrow.

c. Aviation and Military History of Otay Mesa

Along with its agricultural history, aviation was important in Otay Mesa's history and can be traced back to the 1880s. In 1883, 20 years before the Wright brothers' famous flight in North Carolina, John Joseph Montgomery made the world's first controlled flight with a fixed curved-wing glider from the top of a hill on Otay Mesa. In 1918, the Army Air Corps established East Field along Otay Mesa Road. During the 1920s, the Navy began to have a presence at East Field as the airstrip provided a practice landing field for pilots in training. In 1935, East Field was transferred to the Navy and was used for training prior to and during World War II. East Field was renamed Brown Field in 1943 in memory of Commander Melville Stuart Brown, killed in a plane crash near Descanso, California. After World War II, the Navy leased Brown Field to San Diego County, but reopened the facility with the outbreak of the Korean War in 1951. The City of San Diego annexed Otay Mesa in 1956 and acquired Brown Field in 1962 in order to relieve congestion at Lindbergh Field. The conversion of Brown Field to a general aviation airport brought new businesses, industries, and agencies to Otay Mesa. The Border Patrol moved its light planes to Brown Field and the U.S. Customs Service changed the port of entry for San Diego from Lindbergh Field to Brown Field.

5.5.1.2 Otay Mesa Historical Resource Investigations

a. Overview

Otay Mesa has been the subject of numerous cultural resource evaluations from surveys through data recovery programs over the last 20 years. The entire CPU area was surveyed as part of a larger area by the County of San Diego in 1983. Additional surveys have been conducted since that time.

An Otay Mesa management plan for prehistoric resources was developed by Gallegos & Associates as an outgrowth of negotiations between Caltrans and the Office of Historic Preservation to provide consistent site definitions and a management strategy for the kinds of resources present on Otay Mesa. This plan begins with a discussion of recorded site types using information drawn from site record forms. Habitation sites, temporary camps,

lithic scatters, quarry, shell middens, and non-sites are resource types defined for the baseline study area. After the initial discussion of recorded site types on the mesa, Gallegos et al. (1998) determined that three site types dominate Otay Mesa: habitation sites, artifact scatters/temporary camps, and lithic scatters. Site types are defined in Table 5.5-1.

**TABLE 5.5-1
SITE TYPOLOGY OF OTAY MESA PREHISTORIC RESOURCES**

Type	Description
Habitation	A habitation site contains a variety of artifacts that may include flaked lithics, ground stone, ceramics, and faunal material, and possibly bedrock milling in a late prehistoric site. The presence of some or all of these artifacts, and possibly features, suggests that more than one activity occurred at the site. Habitation sites contain a midden deposit indicating either repeated seasonal or semi-permanent occupation. This site type is sometimes referred to as a village site.
Temporary Camp	A temporary camp site is similar to a habitation site in that it has a variety of artifact types indicating more than one activity occurred at the site. However, it is different from a habitation site since it has little or no midden, a less complex assemblage, and fewer artifacts overall. These attributes indicate that the site was occupied for a short period of time.
Artifact scatters	Artifact scatters are defined as a surface scatter of two or more artifact types, such as flaked lithic, tools, ground stone, and ceramics, with no subsurface deposit. Faunal material such as bone and shell can also occur on this type of site. An artifact scatter may represent a stopping place on a journey, an area where a task was completed, or a special purpose site.
Lithic Scatter	A scatter of debitage, cores, bifaces, and other flake- and core-based tools that is temporally non-diagnostic.
Lithic Reduction Concentration	Generally, a lithic reduction concentration is a dense concentration of debitage and cores within a localized area.
Bedrock Milling	These are features located on large boulders or bedrock outcrops that contain one or more milling features, such as mortars, basin metates, or milling slicks. Bedrock milling sites are specific task sites. In some cases surface and/or subsurface deposit of artifacts may be present around the bedrock. Bedrock milling features can occur as part of habitation or temporary camp sites.
Shell Concentration/ Shell Midden	A shell concentration may or may not have a subsurface deposit. If testing identifies a subsurface deposit and ground stone implements are present, then the site may be a temporary camp or habitation site, depending on the complexity of the assemblage. A shell midden site without a complex assemblage or extensive milling equipment represents a place where intensive processing of shellfish resources was the main activity.
Quarry	This is a place where the principal activity consisted of procuring raw lithic material for tools. Quarry sites may be extensive and involve actual mining of lithic outcrops for tool stone material.
Isolates	Isolated tools and tool clusters that do not meet the threshold for another site type.

b. Records Search Results

Archaeological Resources

The CPU area has been surveyed for cultural resources and many portions have been examined multiple times. According to a records search review at the South Coast

Information Center (SCIC) for the CPU area conducted as part of the Cultural Resources Technical Report, there are 262 historic and prehistoric sites/structures recorded within the CPU area boundaries. Of the 262 recorded sites, 136 have been partially or completely developed. Of these 136 sites, 83 have been completely destroyed and 53 have been impacted to some extent. A total of 126 known sites that remain within the CPU area have not been impacted by development. Table 5.5-2 lists all of the recorded sites within the CPU area.

In addition, there are 56 isolates filed at the SCIC. These isolates consist of one or two prehistoric artifacts and are not considered significant historical resources under City of San Diego or CEQA criteria, and therefore are not included in the discussion of potential impacts.

Historic Buildings, Structures, and Objects

Seven of the recorded structures/sites within the CPU have been designated as Historical Landmarks by the San Diego Historical Resources Board (HRB). Five of these are the buildings that comprise P37-018246, the proposed Auxiliary Naval Air Station Brown Field Historic District (the tower and four nose-end hangars). This site is also listed on the NRHP. The sixth structure (P37-018256) is the Auxiliary Naval Air Station Brown Field latrine (Facility 2044). The last site is the Alta School site (CA-SDI-10628). Although this site is within the Auxiliary Naval Air Station Brown Field boundary, it predates the Navy facility. CA-SDI-10628 was tested in 1996 by Gallegos & Associates and was found to contain both historic and prehistoric components.

c. Designated Historical Resources

Designated resources include the Auxiliary Naval Air Station Brown Field Historic District (HRB Site #405-408), Building Facility 2004 at Brown Field (HRB site #409), Building Facility 2044 (HRB Site #410), and the Alta School Site (HRB Site #411). These historical resources are designated locally for various reasons such as their distinctive architecture, association with the war effort, archaeological significance, and eligibility for listing on the National Register.

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA**

Site #	Site Type	Status	Significance
P-13-013724	Historic		
P-13-014296	Isolate		Not significant
P-13-014297	Isolate		Not significant
P-13-014298	Isolate		Not significant
P-13-014299	Isolate		Not significant
P-13-014300	Isolate		Not significant
P-13-014301	Isolate		Not significant
P-13-014303	Isolate		Not significant
P-13-014802	Isolate		Not significant
P-13-015977	Isolate		Not significant
P-13-015978	Isolate		Not significant
P-13-015979	Isolate		Not significant
P-13-015980	Historic	Location based on 1903 USGS for homestead in junkyard now	Undetermined
P-13-015981	Historic	Location based on 1903 USGS possible Piper farmstead & 1928	Undetermined
P-13-015982	Historic	Location based on 1903/1928 aerial	
P-13-015983	Historic	Location based on 1903 USGS possible Lampe farmstead	Undetermined
P-13-015987	Historic	Location of homestead based on 1903 and 1928 USGS, survey found heavy disturbance	Undetermined
P-13-015988	Historic	Location of church and cemetery, church demolished, possible unmoved graves.	Undetermined
P-13-016189	Isolate		Not significant
P-13-016190	Isolate		Not significant
P-13-016524	Isolate		Not significant
P-13-016525	Isolate		Not significant
P-13-016526	Isolate		Not significant
P-13-018246	Historic	Aux. NAS Brown Field hist. dist. 5 buildings.	NRHP 35, eligible
P-13-018247	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018250	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018251	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018252	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018253	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018254	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018255	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018256	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018257	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018258	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
P-13-018259	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018260	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-018261	Historic	Other WW II era buildings not eligible for inclusion	NRHP 6z
P-13-025298	Isolate		Not significant
CA-SDI-10055	Lithic Scatter	In Dennery Ranch Open space	Unknown
CA-SDI-10056	Lithic Scatter	Tested 1990- mitigated, area developed	Previously Mitigated
CA-SDI-10057	Lithic Scatter	Not relocated 1999	Unknown
CA-SDI-10058a	Village/Base Camp	Tested 1990 developed	Unknown
CA-SDI-10058b	Village/Base Camp	Tested 1990 developed	Unknown
CA-SDI-10058c	Village/Base Camp	Tested 1990 developed	Unknown
CA-SDI-10059	Lithic Scatter	On aerial appears developed	Unknown
CA-SDI-10060	Lithic Scatter/Historic Features	Tested/Mitigated 1992	Unknown
CA-SDI-10072	No description	Combined w/other sites new#CA-SDI-12337	
CA-SDI-10185	Habitation	Mitigated 1987,1988 developed	Previously Mitigated
CA-SDI-10186	Sparse Lithic Scatter	Mitigated 1987,1989 part in MSCP preserve	Not significant
CA-SDI-10187	Temporary Camp	Tested mitigated 1997	Not significant
CA-SDI-10188	Temporary Camp	Tested 1990-Junkyard & road widening heavily impacted	Not significant
CA-SDI-10189	Temporary Camp/Special processes	Tested 1987 -area developed, mitigated	Previously Mitigated
CA-SDI-10190	Temporary Camp/Special processes	Tested 1987 -area developed, mitigated	Previously Mitigated
CA-SDI-10191	Sparse Lithic Scatter/Plant Processing	Tested 1987 -area developed, mitigated/northern end may still exist	Not significant
CA-SDI-10192	Sparse Lithic Scatter/Processing	Tested 1987-mitigated ,developed	Not significant
CA-SDI-10193	Sparse Lithic Scatter/Processing	Tested 1987 most now in mitigation, biological preserves	Not significant
CA-SDI-10194	Sparse Lithic Scatter/Processing	Tested 1987 mitigated, developed	Not significant
CA-SDI-10195	Sparse Lithic Scatter/Processing	Tested 1987 mitigated, developed	Not significant
CA-SDI-10196	Temp. Camp	Part may be in Dennery Ranch, upper preserve area heavily disturbed	Unknown
CA-SDI-10197	Temp. Camp	Tested 1987 mitigated, developed	Not significant
CA-SDI-10198	Base Camp	Tested 1987, mitigated, most now in Dennery up preserve	Not significant
CA-SDI-10199	Sparse Lithic Scatter	Area not developed, no work recorded	Undetermined

TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)

Site #	Site Type	Status	Significance
CA-SDI-10200	Lithic Scatter/Processing	Tested 1987, mitigated, developed	Not significant
CA-SDI-10201	Temp. Camp	Not tested, area currently in MHPA open space in Dennery Canyon	Unknown
CA-SDI-10202	Sparse Lithic Scatter/Processing	Tested 1987, mitigated, part developed, part in revegetation area	Not significant
CA-SDI-10203	Processing Site	Tested 1987, mitigated area developed	Not significant
CA-SDI-10204	Artifact Scatter/no form	Tested in 1987, mitigated, currently in open space	Not Significant
CA-SDI-10205	Sparse Lithic Scatter/Processing	Tested 1987 mitigated in MHPA, open space	Previously Mitigated
CA-SDI-10206	Lithic Scatter(Gallegos)	Currently undeveloped, may be impacted by Beyer Blvd. Extension	Unknown
CA-SDI-10207	Lithic Scatter(Gallegos)	Currently undeveloped, may be impacted by Beyer Blvd. Extension	Unknown
CA-SDI-10208	Quarry/ Workshop	Tested 1987 mitigated, in undeveloped area	Not significant
CA-SDI-10209	Sparse Lithic Scatter	Not relocated 1999, area tested nothing found, 50&60s builders, no work remains	Not significant
CA-SDI-10210	Temp Camp	Tested 1990/1999 mitigated in MHPA open space	Not significant
CA-SDI-10245	Lithic Scatter	Tested mitigated for SR-905	Previously Mitigated
CA-SDI-10281		Does not exist	
CA-SDI-10285	Lithic Scatter	Work unknown in MHPA, open space	Unknown
CA-SDI-10286	Sparse Lithic Scatter/Processing	Labeled as 10281, Tested 1987 mitigated	Undetermined
CA-SDI-10511	Lithic Scatter	Tested 1994 mitigated, developed	Not significant
CA-SDI-10512	Lithic Scatter	Not on record search map, undeveloped area, on known testing	Undetermined
CA-SDI-10513	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10514	Lithic Scatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-10515	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10516	Sparse Lithic Scatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-10517	Sparse Lithic Scatter	Currently undeveloped area no known testing	Undetermined
CA-SDI-10518	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10519	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10520	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10521	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10522	Sparse Lithic Scatter	Tested in 1990 by ASM Affiliates, mitigated	Previously Mitigated

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-10523	Sparse Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10524	Sparse Lithic Scatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-10525	Sparse lithic scatter	Tested 1994, mitigated, site developed	Previously Mitigated
CA-SDI-10526	Sparse Lithic Scatter	Tested 1994 mitigated	Not significant
CA-SDI-10527	Sparse lithic scatter	Appears to be in developed area, tested 1994, mitigated	Not significant
CA-SDI-10608	Lithic Scatter	Tested 1995 area not yet mitigated, developed	Not significant
CA-SDI-10616a	Sparse Lithic Scatter	Tested 1986 part of site area developed, mitigated	Not significant
CA-SDI-10616b	Sparse Lithic Scatter	Tested 1986 part of site area developed, mitigated	Not significant
CA-SDI-10617	Sparse Lithic Scatter	Tested 1986 mitigated, area not developed	Not significant
CA-SDI-10618	Lithic Scatter	Tested 1986, area developed. mitigated	Not significant
CA-SDI-10619	Habitation Area	Data recovery 1987 part of site now destroyed	Significant
CA-SDI-10620a	Habitation Area	Tested 1986 in open space	Significant
CA-SDI-10620b	Quarry	Tested 1986 in open space	Significant
CA-SDI-10621a	Workshop/Habitation	Data recovery 1987 mitigated, area developed	Significant
CA-SDI-10621b	Sparse Lithic Scatter	Collected 1987 mitigated	Not significant
CA-SDI-10621d	Sparse Lithic Scatter	Collected 1987 mitigated	Not significant
CA-SDI-10621e	Sparse Lithic Scatter	Collected 1987 mitigated	Not significant
CA-SDI-10621f	Sparse Lithic Scatter	Collected 1987 mitigated	Not significant
CA-SDI-10621g	Sparse Lithic Scatter	Collected 1987 mitigated	Not significant
CA-SDI-10622	Lithic Scatter	Currently undeveloped area, no known testing	Undetermined
CA-SDI-10623	Temporary Camp	Southern half developed, north undeveloped, no testing recorded	Undetermined
CA-SDI-10628	Historic site of Alta School	CA-SDI-10608 combined w/ this site, tested 1995, not developed	Undetermined
CA-SDI-10649	Lithic Scatter	No record of testing currently in MHPA open space	Not determined
CA-SDI-10650	Lithic Scatter	No record of testing currently in MHPA open space	
CA-SDI-10734	Sparse Lithic Scatter	Tested mitigated for SR-905	Not significant
CA-SDI-10735A	Lithic Scatter/Processing	No record of testing, currently undeveloped	Undetermined
CA-SDI-10735B	Lithic Scatter/Processing	No record of testing, currently undeveloped	Undetermined
CA-SDI-10735C	Lithic Scatter/Processing	No record of testing, currently undeveloped	Undetermined
CA-SDI-10738	Lithic Scatter	No record of testing, destroyed by housing	Unknown
CA-SDI-10739	Temp Camp	No record of test or mitigation., but area is developed	Unknown
CA-SDI-10748	Lithic Scatter	Tested 1987, east part of site developed	Not significant

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-10800	Habitation Site	Tested in past, data recovery, mitigation necessary	Significant
CA-SDI-10801	Habitation Site	Tested in 1987, data recovery, mitigation necessary	Significant
CA-SDI-10802	Lithic Scatter	Tested 1987, data recovery, currently not developed	Not significant
CA-SDI-10803	Lithic Scatter	Tested 1987, data recovery, currently not developed	Not significant
CA-SDI-10804	Habitation Site	Tested 1987, needs data recovery, mitigation	Significant
CA-SDI-10805	Sparse Lithic Scatter	Tested 1987, mitigated, currently not developed	Not significant
CA-SDI-10806	Lithic Scatter	Tested 1987, mitigated, currently not developed	Not significant
CA-SDI-10807	Sparse Lithic Scatter	Tested 1987, mitigated, currently not developed	Not significant
CA-SDI-10808	Habitation Site	Tested 1987, needs data recovery, currently not dev.	Significant
CA-SDI-10809	Habitation Site	Tested 1987, needs data recovery, currently not dev.	Significant
CA-SDI-10810	Lithic Scatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-10811	Habitation Site	Tested 1987, data recovery, mitigation, not currently dev.	Significant
CA-SDI-10963	Sparse Lithic Scatter	Testing 1988 no determination, northern part developed	Undetermined
CA-SDI-11049	Two metates	Nothing known	Not significant
CA-SDI-11065	Lithic Scatter	Tested 1986 mitigated not currently developed	Not significant
CA-SDI-11079	Habitation	Gallegos says needs mitigation, tested 1994 no indication of mitigation but developed	Significant
CA-SDI-11210	Lithic Scatter	Tested 1989 mitigated not developed	Not significant
CA-SDI-11211	Lithic Scatter	Tested 1989 mitigated not developed	Not significant
CA-SDI-11212	Lithic Scatter	Tested 1989,1992,1999,mitigated, not developed	Not significant
CA-SDI-11213	Lithic Scatter	Tested 1989,1992,1999,mitigated, not developed	Not significant
CA-SDI-11214	Lithic Scatter	Tested 1989,1992, mitigated, not developed	Not significant
CA-SDI-11215	Lithic Scatter	Tested 1989,1992, mitigated, not developed	Not significant
CA-SDI-11216	Lithic Scatter	Tested 1989,1992, mitigated, not developed	Not significant
CA-SDI-11217	Lithic Scatter/Historic Features	Tested 1989,1992, not mitigated, not developed	Undetermined
CA-SDI-11218	Lithic Scatter/Historic Features	Tested 1989,1992, not mitigated, not developed	Undetermined

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-11219	Lithic Scatter/ Historic Features	Tested 1989,1992, not mitigated	Undetermined
CA-SDI-11220	Lithic Scatter	Tested 1989,1992,2002, mitigated	Not significant
CA-SDI-11221	Historic	Tested 1989 by Smith	Undetermined
CA-SDI-11363	Lithic Scatter	Tested 1989,1992,2002, mitigated	Not significant
CA-SDI- 11367/11368	Sparse lithic scatter	Tested	Not significant
CA-SDI-11423	Lithic Scatter	Tested 1997 mitigated most of destroyed	Not significant
CA-SDI-11424	Habitation	Tested 1997 data some recovery, mitigation necessary, developed	Significant
CA-SDI-11671	Lithic Scatter	Tested 1991 not known if mitigated, not developed	Undetermined
CA-SDI-11672	Sparse Lithic Scatter	No testing recorded, not developed	Undetermined
CA-SDI-11673	Lithic Scatter	Tested 1991 not known if mitigated, not developed	Undetermined
CA-SDI-11680	Lithic Scatter	No testing or other work recorded, not developed	Undetermined
CA-SDI-11821/H	Piper Ranch Complex	Tested in 1995 by Gallegos and Assoc., area now developed	Previously Mitigated
CA-SDI-11822	Artifact Scatter	Tested 1990 not known if mitigated	Undetermined
CA-SDI-11944	Lithic Scatter	Tested 1990 mitigated in open space	Not significant
CA-SDI-11951	Lithic Scatter	Tested 1990,1992,1999 mitigated	Not significant
CA-SDI-11969	Quarry	Tested 1990 mitigated in open space	Not significant
CA-SDI-12229H	Artifact Scatter/ Historic	No testing recorded in undeveloped area	
CA-SDI-12257	Lithic Scatter	No testing recorded by US/Mexico border	Undetermined
CA-SDI-12258	Sparse Lithic Scatter	No testing recorded at least part destroyed	Undetermined
CA-SDI-12259	Sparse Lithic Scatter	No testing recorded, not currently developed	Undetermined
CA-SDI-12273H	Historic	Tested 1992,1994 mitigated	Not significant
CA-SDI-12337	Lithic Scatter	Combined several sites/tested 1978,1992, 1994,1996	Not significant
CA-SDI-13532	Sparse Lithic Scatter	Tested 1994, mitigated, site developed	Not significant
CA-SDI-14081	Sparse Lithic Scatter	Tested 1995 mitigated for road widening	Not significant
CA-SDI-14082	Sparse Lithic Scatter	Tested 1995 for Otay Mesa Rd. Widening, that portion mitigated	Not significant
CA-SDI-14083	Sparse Lithic Scatter	No record of testing, in MHPA Preserve	Undetermined
CA-SDI-14084	Sparse Lithic Scatter	No record of testing, in MHPA Preserve, possibly some disturb. by preserve vegetation	Undetermined
CA-SDI-14085H	Historic	Tested 1995 mitigated	Not significant
CA-SDI-14086H	Historic	Mitigated for SR-905	Not significant
CA-SDI-14087	Sparse Lithic Scatter	Mitigated for SR-905	Not significant
CA-SDI-14088	Sparse Lithic Scatter	No testing recorded poss. Impact from develop to the north	Undetermined
CA-SDI-14089	Artifact Scatter	Mislabeled on GIS map as 14889	Undetermined
CA-SDI-14090	Lithic Scatter	No testing recorded, in undeveloped area	Undetermined
CA-SDI-14091	Artifact Scatter	No testing recorded, in undeveloped area	Undetermined

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-14092	Sparse Lithic Scatter	No testing recorded in disturbed area	Undetermined
CA-SDI-14093	Sparse Lithic Scatter	No testing recorded next to developed area	Undetermined
CA-SDI-14094	Sparse Lithic Scatter	No testing recorded in undeveloped area	Undetermined
CA-SDI-14210	Historic	No testing recorded	Undetermined
CA-SDI-14238	Lithic Scatter	No testing recorded in undeveloped area	Undetermined
CA-SDI-14239	Lithic Scatter	No testing, not significant under Otay Mesa Management plan	Not significant
CA-SDI-14241	Lithic Scatter	Tested 1996 mitigated	Not significant
CA-SDI-14246	Lithic Scatter	Tested 1996,1999	Not significant
CA-SDI-14248	Lithic Scatter	Tested 1996,1999	Not significant
CA-SDI-14250H	Historic Scatter	Tested 1996, not mitigated	Undetermined
CA-SDI-14252	Sparse Lithic Scatter	Tested 1996, not mitigated	Undetermined
CA-SDI-14371	Sparse Lithic Scatter	No testing recorded in undeveloped area	Undetermined
CA-SDI-14559	Sparse Lithic Scatter	Tested 1996, not mitigated	Undetermined
CA-SDI-14728	Artifact Scatter	Tested 1996, not mitigated	Undetermined
CA-SDI-14729	Lithic Scatter	No testing recorded in undeveloped area	Undetermined
CA-SDI-16264H	Historic	Mitigated 2002	Not significant
CA-SDI-16397	Lithic Shatter/Shell	Tested 2002 data recovery necessary	Significant
CA-SDI-16398	Lithic Shatter/Shell	No testing recorded in undeveloped area	Undetermined
CA-SDI-16704	Sparse Lithic Scatter	No testing recorded in undeveloped area	Undetermined
CA-SDI-16705	Artifact Shatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-16706	Sparse Lithic Scatter	Tested in 2005 by ECORP Consulting, to be developed	Not significant
CA-SDI-17100	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17101	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17102	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17103	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17104	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17105	Sparse Lithic Scatter	Not tested considered non site by Otay Mesa Mang. Plan	Not significant
CA-SDI-17517	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-17518	Artifact scatter	Tested in 2005 by ECORP, to be developed	Significant
CA-SDI-17519	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-17520	Lithic scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-17521	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-17522	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-17523	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-9098	Habitation	Data recovery 1983	Previously Mitigated
CA-SDI-9099	Artifact Scatter	No recorded work, area developed	Undetermined
CA-SDI-9100	Lithic Scatter/Historic	No testing recorded, currently undeveloped	Undetermined
CA-SDI-9541	Temporary camp	No recorded work, currently undeveloped	Undetermined
CA-SDI-9771	Lithic Scatter	Combined with several sites under CA-SDI-12337, tested various times	Not significant

NRHP = National Register of Historic Places.

**TABLE 5.5-2
RECORDED SITES WITHIN THE OTAY MESA COMMUNITY PLAN AREA
(continued)**

Site #	Site Type	Status	Significance
CA-SDI-17524	Lithic Scatter	Tested in 2005 by ECORP, to be developed	Not significant
CA-SDI-6699	Lithic Scatter	Tested and mitigated late 1980s developed	Not significant
CA-SDI-6941A-E	Artifact Scatter	Loci A-E mitigated for Cal-Terraces 1987 development	Previously Mitigated
CA-SDI-6941F	Artifact Scatter	Mitigated 1995 for Otay Mesa Rd widening	Previously Mitigated
CA-SDI-6941H-X	Artifact Scatter	Tested in 1996 for Otay Mesa Rd widening	Not significant
CA-SDI-7208	Lithic Scatter	Portions mitigated for various projects 1988, 1997 portions still undeveloped	Undeveloped portions undetermined
CA-SDI-7550	Temporary Camp	No record of testing, in undeveloped area	Undetermined
CA-SDI-7604	Temp Camp	Mitigated 1987, 1997 developed	Not significant
CA-SDI-7857	Lithic Scatter	Tested 1993 mitigated appears undeveloped	Not significant
CA-SDI-7983	Lithic Scatter/ Processing	Tested 1987 mitigated developed	Not significant
CA-SDI-7984	Lithic Scatter/ Processing	Tested 1987 mitigated developed	Previously Mitigated
CA-SDI-7985	Lithic Scatter	No record of test or mitigation., but area is developed	Undetermined
CA-SDI-8053	Isolate		Not significant
CA-SDI-8054	Isolate		Not significant
CA-SDI-8055	Isolate		Not significant
CA-SDI-8056	Isolate		Not significant
CA-SDI-8057	Isolate		Not significant
CA-SDI-8058	Isolate		Not significant
CA-SDI-8059	Isolate		Not significant
CA-SDI-8060	Isolate		Not significant
CA-SDI-8061	Isolate		Not significant
CA-SDI-8062	Isolate		Not significant
CA-SDI-8063	Isolate		Not significant
CA-SDI-8064	Isolate		Not significant
CA-SDI-8083	Lithic Scatter	Mitigation date not known area developed	Unknown
CA-SDI-8640	Artifact Scatter	Tested 1987, 1988, mitigated currently undeveloped	Previously Mitigated
CA-SDI-8641	Lithic Scatter	Tested 1988 mitigated not currently developed	Previously Mitigated
CA-SDI-8642	Lithic Scatter	Tested 1988 mitigated not currently developed	Previously Mitigated
CA-SDI-8643	Lithic Scatter	Tested 1988 mitigated not currently developed	Previously Mitigated
CA-SDI-8644	Lithic Scatter	Tested 1988 mitigated not currently developed	Previously Mitigated
CA-SDI-8645	Lithic Scatter	Tested 1988 mitigated not currently developed	Previously Mitigated
CA-SDI-8750	Lithic Scatter	No record of testing, currently undeveloped	Undetermined
CA-SDI-8751	Lithic Scatter	No testing recorded, currently undeveloped	Undetermined
CA-SDI-8752	Lithic Scatter	No testing recorded, currently undeveloped	Undetermined
CA-SDI-8753	Lithic Scatter	No testing recorded, currently undeveloped	Undetermined

d. Religious or Sacred Uses

Senate Bill 18 (SB 18), which was signed into law in 2004, requires cities and counties to consult Native American tribes prior to adoption or amendment of general plans or specific plans, including modifications to open space. This legislation became effective in March 2005. In response to a request by RECON in November 2006, the Native American Heritage Commission (NAHC) verified that there is no finding of a sacred site or burial within the CPU area. In addition, the City of San Diego submitted a request for consultation to the NAHC in accordance with SB 18. Letters were distributed to all tribal groups identified by the NAHC with a potential interest in the CPU on February 26, 2007. The City did not receive any requests for consultation from any of the tribal groups or individuals identified by the NAHC within the 90 day period.

e. Human Remains

There are no known human remains in the CPU area. There is a potential, however, for human remains to exist below the ground surface within the CPU area.

5.5.1.3 Regulatory Setting/Historic Preservation Plans, Policies and Standards

a. Federal

National Register of Historic Places

Federal criteria are those used to determine eligibility for the NRHP. The NRHP was established by the National Historic Preservation Act (1966). The NRHP is the official lists of sites, buildings, structures, districts, and objects significant in American history, architecture, archaeology, engineering, and culture. The NRHP is administered by the National Park Service. Nominations to the NRHP may come from the various State Historic Preservation Offices, Tribal Historic Preservation Offices, local governments, and from private individuals and organizations. The NRHP criteria state that the quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. Are associated with events that have made a significant contribution to the broad patterns of our history;
- B. Are associated with the lives of persons important in our past;
- C. Embody the distinctive characteristics of a type, period, region, or method of construction, or represent the work of a master, or possess high artistic values; or

that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. Have yielded, or may be likely to yield, information important in prehistory or history.

Certain properties are usually not considered for eligibility for the NRHP. These include ordinary cemeteries, birthplaces or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved or reconstructed, properties primarily commemorative in nature, or properties that have become significant within the last 50 years. These types of properties can qualify if they are an integral part of a district that does meet the criteria, or if they fall within certain specific categories relating to architecture or association with historically significant people or events. The vast majority of archaeological sites that qualify for listing do so under criterion D, research potential.

Native American Involvement

Native American involvement in the development review process is addressed when an undertaking under federal law triggers environmental review pursuant to the National Environmental Policy Act (NEPA). This often occurs when a project is funded by a federal agency or is being proposed by a federal agency and requires review under Section 106 of the National Historic Preservation Act. The Native American Graves Protection and Repatriation Act of 1990 (NAGPRA) ensures that Native American human remains and cultural items are treated with respect and dignity during all phases of project evaluation.

b. State

California Register of Historic Resources/California Environmental Quality Act

Similar to the NRHP, the California Register of Historic Resources (CRHR) program encourages public recognition and protection of resources of architectural, historical, archaeological, and cultural significance; identifies resources for planning purposes; determines eligibility of state historic grant funding; and provides certain protections under CEQA. State criteria are those listed in CEQA and used to determine whether an historic resource qualifies for the CRHR. A resource may be listed in the CRHR if it is significant at the federal, state, or local level under one or more of the four criteria listed below.

1. Is associated with events that have made a significant contribution to the broad patterns of local or regional history and cultural heritage of California or the United States.
2. Is associated with the lives of persons important to the nation or to California's past.

3. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values.
4. Has yielded, or may be likely to yield, information important in prehistory or history of the state or nation.

CEQA was amended in 1998 to define "historical resources" as a resource listed in or determined eligible for listing on the CRHR, a resource included in a local register of historical resources or identified as significant in a historical resource survey that meets certain requirements, and any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant.

For the purposes of CEQA, a significant historical resource is one which qualifies for the CRHR 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. A resource that is not listed in, or determined to be eligible for listing in, the CRHR, not included in a local register of historic resources, or not deemed significant in a historical resource survey may nonetheless be historically significant for purposes of CEQA (Section 15064.5 and CEQA Statutes Section 21083.2).

The City's determination of significance of impacts on historical and unique archaeological resources is based on the criteria found in Section 15064.5 of the State CEQA Guidelines. Archaeological resources are considered "historical resources" for the purposes of CEQA. Most archaeological sites which qualify for the CRHR do so under criterion 4 (i.e., research potential).

Since resources that are not listed or determined eligible for the state or local registers may still be historically significant, their significance would be determined if they are affected by a development proposals. The significance of a historical resource under criterion 4 rests on its ability to address important research questions.

Native American Involvement

Native American involvement in the development review process is addressed by several state laws. The most notable of the state laws is SB 18 which includes detailed requirements for local agencies to consult with identified California Native American Tribes early in the planning and/or development process. The California Native American Graves Protection and Repatriation Act (2001), like the federal act ensures that Native American human remains and cultural items are treated with respect and dignity during all phases of the archaeological evaluation process in accordance with CEQA and any applicable local regulations.

c. Local

Historical Resources Regulations

The Historical Resources Regulations (HRR) are part of the San Diego Municipal Code (Chapter 14, Article 3, Division 2: Purpose of HRR or Sections 143.0201-143.0280). The HRR have been developed to implement applicable local, state, and federal policies and mandates. Included in these are the General Plan, CEQA, and Section 106 of the National Historic Preservation Act (NHPA) of 1966.

Part of the HRR consists of a Development Review Process for all projects in the City. This review process is composed of two parts: implementation of the HRR and a determination of impacts and mitigation under CEQA. The implementation of the HRR begins with the determination of the need for a survey of the project site. The need for a survey is based on historical resource information and the date and results of any previous surveys of a project site. Surveys are required if more than five years have elapsed since the last survey and the potential for resources exists. A historic property (built environment) survey is required if the structure/site is over 45 years old and appears to have integrity of setting, design, materials, workmanship, feeling, and association. Surveys must be conducted according to criteria in the Historical Resource Guidelines (HRG). If the survey results are negative, the review process is complete and no mitigation is required.

Historical resources, in the HRR context, include

- ... site improvements, buildings, structures, historic districts, signs, features (including significant trees or other landscaping), places, place names, interior elements and fixtures designated in conjunction with a property, or other objects of historical, archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance to the citizens of the city.

These include structures, buildings, archaeological sites, objects, districts, or landscapes having physical evidence of human activities. These are usually over 45 years old, and they may have been altered or still be in use (City of San Diego 2001).

In addition to direct and indirect impacts, cumulative impacts must also be addressed during the CEQA review process. Cumulative impacts are a result of individually minor but collectively significant projects occurring over a period of time. Data recovery may be considered a cumulative impact due to the loss of a portion of the resource data base. Cumulative impacts also occur in districts when several minor changes to contributing properties, their setting, or landscaping eventually results in a significant loss of integrity (City of San Diego 2001).

Historical Resources Guidelines

The City's Historical Resources Guidelines amended in April 2001, are designed to implement the Historical Resources Regulations contained in Chapter 14, Division 3, Article 2 of the LDC. If any resources have been recorded on the property, those resources must be evaluated for significance/importance in accordance with criteria listed in the Historical Resources Guidelines. Resources determined to be significant/important must either be avoided or a data recovery program for important archaeological sites must be developed and approved prior to permit issuance in order to assure adequate mitigation for the recovery of cultural and scientific information related to the resource's significance/importance.

General Plan Historic Preservation Element

The Historic Preservation Element of the General Plan sets a series of goals for the City for the preservation of historic resources. The first of these goals is to preserve significant historical resources. These goals would be realized through implementation of policies that encourage the identification and preservation of historical resources. Specific policies are shown in Table 5.5-3.

**TABLE 5.5-3
GENERAL PLAN HISTORIC PRESERVATION ELEMENT POLICIES**

Policy	Description
HP-A.1	Strengthen historic preservation planning.
HP-A.2	Fully integrate the consideration of historical and cultural resources in the larger land use planning process.
HP-A.3	Foster government to government relationships with the Kumeyaay/ Diegueño tribes of San Diego.
HP-A.4	Actively pursue a program to identify, document, and evaluate the historical and cultural resources in the City of San Diego.
HP-A.5	Designate and preserve significant historical and cultural resources for current and future generations.
HP-B.1	Foster greater public participation and education in historical and cultural resources.
HP-B.2	Promote the maintenance, restoration, and rehabilitation of historical resources through a variety of financial and development incentives. Continue to use existing programs and develop new approaches as needed. Encourage continued private ownership and utilization of historic structures through a variety of incentives.
HP-B.3	Develop a historic preservation sponsorship program.
HP-B.4	Increase opportunities for cultural heritage tourism. Additional discussion and policies can be found in the Economic Prosperity Element, Section I.

SOURCE: City of San Diego General Plan 2008.

5.5.2 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 Significance Determination Thresholds, impacts related to historical resources would be significant if the CPU would:

1. Result in the alteration, including the adverse physical or aesthetic effects and/or the destruction of a prehistoric or historic building (including an architecturally significant building), structure, or object or site;
2. Result in any impact to existing religious or sacred uses within the potential impact area; or
3. Result in the disturbance of any human remains, including those interred outside of formal cemeteries.

5.5.3 Issue 1: Prehistoric or Historical Impacts

Would the CPU result in the alteration or destruction of a prehistoric or historical archaeological site? Would the CPU result in any adverse physical or aesthetic effects on a prehistoric or historic building, structure, object, or site?

5.5.3.1 Impacts

The Historic Preservation Element of the CPU includes the following specific policies addressing the history and historical resources unique to the CPU area in order to encourage appreciation of the community's history and culture.

- 10.1-1 Require archaeological surveys and consultation with interested Native Americans as part of future development within Otay Mesa.
- 10.1-2 Consider eligible for listing on the City's Historical Resources Register any significant archaeological or Native American cultural sites that may be identified as part of future development within Otay Mesa.
- 10.1-3 Consider eligible for listing on the City's Historical Resources Register any structure or site from the agricultural era that may be discovered as part of future development within Otay Mesa.
- 10.1-4 Consider eligible for listing on the City's Historical Resources Register any buildings associated with early military aviation activities of the community that may be identified as part of future development within Otay Mesa.
- 10.2-1 Develop an interpretive program of Otay Mesa's history.

- a. Identify designated historical resources, including the site of the Alta School and the Brown Field Historical District, with signs and markers.
- b. Prepare a public display or brochure to highlight the agricultural and aviation history of Otay Mesa.
- c. Specific plans for the village areas should include an interpretive program that highlights the history of Otay Mesa and any specific resources identified within the specific planning area.

10.2-2 Develop new incentives focused on the protection of Native American and archaeological resources, such as reduced permitting costs, increased floor area ratio, or larger building envelop when preserving significant cultural resources.

These policies, along with the General Plan policies, provide a comprehensive historic preservation strategy. The two overarching goals in the Historic Preservation Element are to preserve significant historical resources and to encourage educational opportunities and incentives to support historic preservation.

a. Archaeological Resources

Of the 262 recorded prehistoric and historic sites in the CPU area there are 180 remaining undeveloped or partially developed parcels, 10 of which have been evaluated and determined significant under CEQA or City guidelines. Based on the development footprint of the CPU, future development would have the potential to significantly impact all or a portion of 61 of these sites and any additional unrecorded sites.

Impacts from future development on historical resources in the CPU area would occur at the project level. Any grading, excavation, and other ground disturbing activities associated with future development implemented in accordance with the CPU that would affect significant archaeological sites or TCPs would represent a significant impact to historical resources. It should be noted however, that future development in areas designated for commercial and industrial uses on properties that have not been previously graded, or have been graded but have not otherwise developed, would be subject to review in accordance with the supplemental regulations for CPIOZ Type A (ministerial). For these project types that are consistent with the CPU, base zone regulations and the supplemental regulations for CPIOZ Type A and can demonstrate that are no archaeological resources present on the project site; the project can be processed ministerially and would not be subject to further environmental review under CEQA. This requires submittal of an Archaeological Survey prepared by a qualified archaeologist in accordance with the City's Historical Resources Guidelines. Development proposals that do not comply with the CPIOZ Type A supplemental regulations would be subject to discretionary review in accordance with CPIOZ Type B and the Mitigation Framework for Historical Resources.

b. Historic Buildings, Structures, and Objects

Seven of the recorded structures/sites within the CPU have been designated as Historical Landmarks by the San Diego HRB. Impacts associated with historic buildings, structures, and objects would be the same as those identified for archaeological resources above. Impacts to resources associated with the built environment would include substantial alteration, relocation, or demolition of historic buildings, structures, objects, landscapes, and sites. Impacts from future development on the built environment would occur at the project-level. Any alteration, relocation, or demolition associated with future development that would affect historic buildings, structures, objects, landscapes, and sites would represent a significant impact to historical resources.

5.5.3.2 Significance of Impacts

Due to the number and density of prehistoric and historical resources in the CPU area, future development has the potential to result in the loss of resources, which would be a significant impact at the program level.

5.5.3.3 Mitigation Framework

Future commercial, business park and industrial development project types that are consistent with the CPU, base zone regulations and the supplemental regulations for CPIOZ Type A and can demonstrate that there are no archaeological resources present on the project site; the project can be processed ministerially and would not be subject to further environmental review under CEQA. Development proposals that do not comply with the CPIOZ Type A supplemental regulations shall be subject to discretionary review in accordance with CPIOZ Type B and the Mitigation Framework for Historical Archaeological Resources further detailed below.

a. Archaeological Resources

HIST-1: Prior to issuance of any permit for a future development project implemented in accordance with the CPU area that could directly affect an archaeological 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 conducting a site visit. If there is any evidence that the site contains archaeological resources, then a historic 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 must be performed by a qualified archaeologist.

STEP 2:

Once a historical resource has been identified, a significance determination must be made. It should be noted that tribal representatives and/or Native American monitors will be involved in making recommendations regarding the significance of prehistoric archaeological sites during this phase of the process. The testing program may require 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). An archaeological testing program will be required which includes 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.

The results from the testing program will 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. At this time, 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. 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 draft CEQA document distribution. 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 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 Public Resources Code Section 5097 must be followed. These provisions are outlined in the Mitigation Monitoring and Reporting Program (MMRP) included in the 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 Analysis Section 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 traditional cultural properties 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. 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 and California Native American Graves Protection and Repatriation Act of 2001) and federal (i.e., Native American Graves Protection and Repatriation Act) 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 must be established between the applicant/property owner and the consultant prior to the initiation of the field reconnaissance, and must 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, 36 Code of Federal Regulations 79 of the Federal Register. Additional information regarding curation is provided in Section II of the Guidelines.

b. Historic Buildings, Structures, and Objects

HIST-2: Prior to issuance of any permit for a future development project implemented in accordance with the 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:

- a. Preparing a historic resource management plan;
- b. Designing 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);
- c. Repairing damage according to the Secretary of the Interior's Standards for Rehabilitation;
- d. 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
- e. Shielding historic properties from noise generators through the use of sound walls, double glazing, and air conditioning; and
- f. ~~Removing industrial pollution at the source of production.~~

Specific types of historical resource reports, outlined in Section III of the HRG, 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. If required, mitigation programs can also be included in the report.

5.5.3.4 Significance after Mitigation

Future development implemented in accordance with the CPU and the supplemental development regulations for CPIOZ Type A (ministerial), would not be required to incorporate the Mitigation Framework measures and alternatives adopted in conjunction with the certification of this PEIR. However, for future development subject to review under CPIOZ Type B (discretionary), implementation of the Mitigation Framework measures adopted in conjunction with the certification of this PEIR would be required. Therefore, the program-level impact related to prehistoric or historical archaeological sites would be reduced to below a level of significance.

5.5.4 Issue 2: Religious or Sacred Uses

Would the CPU result in any impact to existing religious or sacred uses within the CPU area?

5.5.4.1 Impacts

The impact analysis for Issue 2 would be the same as outlined above for Issue 1, if religious or sacred places cannot be avoided. Spirituality of place is often impossible to define because it transcends material remains, which archaeologists can recover during significance testing or data recovery programs. Sever the connection that someone has to a religious or sacred place and you harm them in ways that cannot be mitigated. Therefore, significant, irrevocable impacts could occur through insensitive planning and project implementation. Impacts on sacred or religious places could result during construction activities associated with implementation of the CPU. Therefore, any impacts on historical resources associated with future projects would be considered significant.

5.5.4.2 Significance of Impacts

Impacts to known resources and those not yet found and formally recorded, could occur anywhere within the CPU. Future grading of original in situ soils could also expose buried historical archaeological resources and features including sacred sites. Potential impacts to historical resources associated with construction of future projects implemented in accordance with the CPU, would be considered significant.

5.5.4.3 Mitigation Framework

The Mitigation Framework for religious or sacred uses would be the same as outlined for Issue 1 - Archaeological Resources. Please refer to Mitigation Framework HIST-1.

5.5.4.4 Significance After Mitigation

Future development implemented in accordance with the CPU and the supplemental development regulations for CPIOZ Type A (ministerial) would not be required to incorporate the Mitigation Framework measures and alternatives adopted in conjunction with the certification of this PEIR. However, for future development subject to review under CPIOZ Type B (discretionary), implementation of the Mitigation Framework measures adopted in conjunction with the certification of this PEIR would be required as outlined in HIST-1 above. Therefore, the program-level impact related to religious or sacred uses would be reduced to below a level of significance.

5.5.5 Issue 3: Human Remains

Would the CPU result in the disturbance of any human remains, including those interred outside of formal cemeteries?

5.5.5.1 Impacts

The impact analysis for Issue 3 would be the same as outlined above for Issue 1 if impacts on human remains cannot be avoided. Native American remains, where tribal spiritual beliefs hold sacred that their ancestor's places of rest should not be disturbed. It is unavoidable in certain circumstances when human remains are discovered during construction. Impact thresholds for human remains depend on whether sites or places containing human remains occur within the potential impact area of a project. Although Native American human remains have not been identified in the CPU area, there is a potential for human remains to be encountered during future construction activities associated with implementation of the CPU. All future development implemented in accordance with the CPU would be subject to the development review process described in Section 5.5.1.3 to ensure compliance with federal, state and local criteria for the appropriate treatment of human remains. Any impacts would therefore be considered significant.

While it is preferable in all cases to avoid impacting human remains, this is not always possible given the uncertainties of late discoveries during construction. In the vicinity of a known cemetery or a prehistoric archaeological site suspected to be over 1,500 years old, interments are possible. Background research could help identify possible burial locations related to historic era properties. Forensic dogs or other nondestructive ground-penetrating techniques could help identify subsurface anomalies that might be related to the presence of inhumations. Forensic dogs have also been useful on sites where scattered cremation remains are present. When data recovery of an archaeological site is required, all possible pre-excitation planning would be implemented to guard against the accidental discovery of human remains. This would also apply to subsequent destruction of an archaeological site during project implementation because archaeological data recovery can never fully recover all the data from a site.

The discovery of human remains also demands that certain laws and protocols be followed before proceeding with any action that might disturb the remains further. If human remains are discovered, then the provisions set forth in California Public Resources Code Section 5097.98 and State Health and Safety Code Section 7050.5 would be implemented in consultation with the assigned Most Likely Descendant as identified by the NAHC.

5.5.5.2 Significance of Impacts

Impacts to known resources and those not yet found and formally recorded could occur anywhere within the CPU. Future grading of original in situ soils could also expose buried human remains. Potential impacts to historical resources associated with construction of projects implemented in accordance with CPU would be considered significant.

5.5.5.3 Mitigation Framework

The Mitigation Framework for human remains would be the same as outlined for Issue 1 - Archaeological Resources. Please refer to Mitigation Framework HIST-1.

5.5.5.4 Significance after Mitigation

Future development implemented in accordance with the CPU and the supplemental development regulations for CPIOZ Type A (ministerial) would not be required to incorporate the Mitigation Framework measures and alternatives adopted in conjunction with the certification of this PEIR. However, for future development subject to review under CPIOZ Type B (discretionary), implementation of the Mitigation Framework measures adopted in conjunction with the certification of this PEIR would be required as outlined in HIST-1 above. Therefore, the program-level impact related to human remains would be reduced to below a level of significance.

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