



THE CITY OF SAN DIEGO  
**Historical Resources Board**

DATE ISSUED: October 8, 2015 REPORT NO. HRB-15-049

ATTENTION: Historical Resources Board  
Agenda of October 22, 2015

SUBJECT: **ITEM #16 – Southeastern San Diego and Encanto Neighborhoods  
Community Plan Updates**

APPLICANT: City of San Diego

LOCATION: Southeastern San Diego and Encanto Neighborhoods Communities, Council  
Districts 4, 8 and 9

DESCRIPTION: Review and consider the Southeastern San Diego Historic Context  
Statement (Context); the Historic Preservation Element (HPE) of the  
Southeastern San Diego Community Plan update and the Encanto  
Neighborhoods Community Plan update; the Sherman Heights and Grant  
Hill Park Historic District Community Plan Implementation Overlay Zone  
(CPIOZ); and the Final Environmental Impact Report (FEIR) related to  
Historical Resources for the purposes of making a Recommendation on  
the adoption of the Context, HPEs, CPIOZ and FEIR to the City Council.

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

**STAFF RECOMMENDATION**

Recommend to the City Council adoption of the Southeastern San Diego Historic Context  
Statement; the Historic Preservation Element of the Southeastern San Diego and Encanto  
Neighborhoods Community Plan updates; the Sherman Heights and Grant Hill Park Historic  
District CPIOZ; and the Final Environmental Impact Report related to Historical Resources.

**BACKGROUND**

A single historic context statement was prepared in support of the Southeastern San Diego and  
Encanto Neighborhoods Community Plan Updates (CPUs), which were previously combined into a  
single plan. The purpose of the context statement is to provide the historic context for the  
development of Southeastern San Diego and Encanto Neighborhoods and identify themes significant  
to that development. The information in this document will be used to identify locations in

Southeastern San Diego and Encanto Neighborhoods which contain significant historical resources. In addition, it was used to shape the Historic Preservation Element of both the Southeastern San Diego and Encanto Neighborhoods CPUs. 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 and Sustainability; Historic Preservation; Arts and Culture; and an implementation chapter that describes the necessary actions and key parties responsible for realizing the plan's vision.

## DISCUSSION

Southeastern San Diego is a vibrant, diverse community located just east of Downtown San Diego. The western portion of the area was settled early in the city's history and was directly connected to the city center by streets and the railroad. The community was home to both large estates, where San Diego's elite lived, and modest cottages, where many working families lived. After World War II, with large tracts of rural land available in the eastern portion of the community, Southeastern San Diego experienced major physical and population growth. It was one of the few communities in San Diego with housing available to working class families and non-white residents. In the postwar period, freeways were also constructed around and through the neighborhood, bringing substantial changes to the neighborhood. Today, Southeastern San Diego is one of the most culturally diverse and inclusive neighborhoods in San Diego.

The community of Encanto Neighborhoods, or "enchantment" in Spanish, was a rural but self-sufficient town for much of the late nineteenth and early twentieth centuries, connected to the city by rail but containing little more than rolling hills of open space and farmland. It was not until after World War II that the area was targeted for suburban development and population boomed, with new residents eager to capitalize on the availability of large lots located so close to the city center. Today Encanto Neighborhoods is one of the most culturally diverse communities in the City of San Diego, reflecting its long history as an ethnic enclave, and as one of the first communities within the City where African-Americans, Mexican-Americans and Asian-Americans could own land, businesses and homes.

### **Historic Context Statement**

The Historic Context Statement (Attachment 1), prepared by Page & Turnbull, provides a project overview; identifies previous surveys, studies and reports within the CPUs; provides a historic context addressing the themes significant to development of the plan areas; and discusses property types that reflect those significant themes.

In support of the CPUs, a records search revealed 32 cultural resources within Southeastern San Diego and Encanto Neighborhoods that have been recorded by the South Coastal Information Center. Additionally, Southeastern San Diego is home to one historic building listed in the National Register of Historic Places, the Villa Montezuma located at 1925 K Street, as well as twelve other individual properties and two historic districts listed in the City of San Diego Register of Historic Resources. Encanto Neighborhoods contain two properties listed in the San Diego Register of Historical Resources: the Edwin Capps Residence Site, 910 60th Street (HRB site #248) and Johnson's Wilshire Gas Station, 4689 Market Street (HRB site

#954). The Edwin Capps residence was constructed between 1911 and 1917 by Edwin Capps, a two-time City Engineer, City Harbor Engineer, and two-time Mayor of the City. Mr. Capps oversaw the establishment of Old City Hall at 5th Avenue and “G” Streets in 1899. He designed the Spruce Street Suspension Bridge and the City Jail on 2nd Avenue. He also was responsible for the Harbor Improvement Plan which dredged the harbor, erected a seawall and the Broadway pier, and generally transformed the harbor into a modern and functional asset of the city. Mr. Capps served as the Mayor and official host during the 1915-16 Panama-California Exposition and was an early proponent for the preservation of Torrey Pines as a public park and an earnest worker for improvement of Balboa Park.

### Historic Context

The Historic Context Statement presents an overview of the history of Southeastern San Diego and Encanto Neighborhoods, with a specific emphasis on describing the historic themes and patterns that have contributed to the neighborhood’s physical development. It presents the history of Southeastern San Diego’s built environment from pre-history to 1967 in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions.

The following outlines the pre-history and early history of Southeastern San Diego and Encanto Neighborhoods:

#### *Pre-History & Early San Diego History (to 1867)*

The longest period of human settlement in the San Diego area includes Native American, Spanish, and Mexican habitation, and is the period with the least physical evidence remaining today. Historical information about the Native American period is based primarily on archaeological clues, while maps of land grants and writings of early settlers provide the most valuable information about the Spanish and Mexican periods. The primary historic themes that relate to this early period of development include:

- Native American settlement of the area, including known and potential archaeological sites.
- Spanish colonization of California, including the development of mission settlements and the relationship between the Spanish and Native groups.
- Mexican independence and the development of rancho society as the basis of California’s economy.
- Mexican land grants in the San Diego area, namely Pueblo Lands and Ex-Mission Rancho de San Diego.
- Survey and sale of downtown San Diego, namely “New Town” (1850 by William Heath Davis and Andrew Gray) and “Horton’s Purchase” (1867 by Alonzo Horton).

The following themes and periods are part of the American Period of development and represent the broad patterns of historical development of the community and are reflected in the area’s physical development and character.

### *Building Southeastern San Diego (1868 – 1916)*

The “Building Southeastern San Diego” period from 1868 to 1916 witnessed the first real growth of the plan area, from its initial subdivision by land speculators to its annexation into the City of San Diego. The dominant historical themes of this period are:

- Early subdivisions and land speculation in San Diego.
- Arrival of the railroad and streetcar system.
- Booming residential development, both for San Diego’s elite and working class residents.
- Provision of municipal and social services, such as churches, schools, and cemeteries.
- Development and sale of suburban farms in Encanto.
- Growth of the San Diego city limits.

Extant properties capable of representing these themes include residences, commercial properties, religious properties and cultural landscapes. Early high-style residences such as Villa Montezuma (1887; listed in the National Register) may be significant for their architectural style, or for their association with prominent early San Diego residents and businesses. Groups of smaller bungalows from this period may be significant because they illustrate the arrival of the railroad and the booming turn-of-the-century development, especially in the plan area’s oldest neighborhoods such as Sherman’s Addition or Logan Heights. In Encanto, houses from this period exemplify unique “suburban farm” development patterns. Mt. Hope Cemetery and Greenwood Memorial Park are significant as cultural landscapes.

### *Southeastern San Diego Expands (1917 – 1939)*

The “Southeastern San Diego Expands” period from 1917 to 1939 experienced the densification and expansion of settlement in the plan area, as well as changes in building forms and development patterns caused by the introduction of the private automobile. The dominant historical themes of this period are:

- Construction boom following 1915 Panama-California Exposition and World War I.
- Influence of the private automobile on residential and commercial development.
- Popularity of new regional architectural styles, especially Spanish Eclectic and Mission Revival.
- Minority migration trends and the neighborhood’s changing ethnic composition,
- Municipal and educational improvements.

Extant properties capable of representing these themes include residences, commercial properties, religious properties and cultural landscapes. Groups of small cottages and bungalows may be significant for their architectural style, particularly if they are rendered in one of the newly popular Spanish-inspired revival styles, or for their association with the area’s changing ethnic composition. The introduction of the bungalow court is important because it responded to the population’s changing needs in the years after World War I. Bungalow courts and apartment complexes from this period in the plan area may be

significant as examples of this type and period of construction, but should be compared to examples in other neighborhoods as part of any eligibility discussion. Commercial properties, especially garages and gas stations, along one of the commercial corridors may be significant for their associations with the theme of automobile-related development. Churches and municipal buildings illustrate the provision of social services during this period of growth, while Holy Cross Cemetery may be eligible as a cultural landscape.

#### *Freeway Era (1940 – 1967)*

The “Freeway Era” period from 1940 to 1967 spans World War II and the postwar housing boom. This period was punctuated by the construction of the freeways that define the boundaries of the plan area, which dramatically changed the form of the built environment in Southeastern San Diego. The dominant historical themes of this period are:

- Onset of World War II, including the expansion of Naval Station San Diego and the buildup of civilian defense industries.
- Growth of residential suburbs in the postwar era.
- Declining socioeconomic conditions, especially in the western half of the plan area.
- Connections between race and settlement patterns, including both housing discrimination and racial integration.
- Construction of highways.
- Municipal and educational improvements, especially in response to the postwar baby boom.

Extant properties capable of representing these themes include primarily residences and schools. Suburban development patterns are typically better represented by groups of residences because the street grid, landscaping, and homogeneous building types can combine to clearly illustrate the theme of suburbanization. Cohesive districts such as the collection of Cinderella Ranch style houses in Emerald Hills are thus much more likely to be significant than individual properties. Schools from this period may be significant as a reflection of the postwar baby boom and subsequent educational improvements.

More recent San Diego history from 1968 to present includes many changes to the Southeastern San Diego Community Plan Area. This period has seen the effects of urban renewal and the Model Cities project; growing political activism and the Chicano Movement; socioeconomic changes, including an increase in gang violence; and promotion of programs to assist low-income residents, such as the federally-funded Community Housing Improvement and Revitalization Program (CHIRP). Today, Southeastern San Diego remains one of the most ethnically diverse neighborhoods in all of San Diego, continuing the population migration trends that began in the 1920s.

As part of the preparation of the Historic Context Statement, a cursory windshield survey was conducted by Page & Turnbull to assist in the identification and discussion of associated property types. However, a reconnaissance survey was not included in the scope of work. The Historic Context Statement will be used during future evaluation of properties to assist in determining whether the properties may be significant and eligible for historic designation.

## **Historic Preservation Element**

The purpose of the Historic Preservation Element of the Southeastern San Diego and Encanto Neighborhoods CPUs (Attachments 2 and 3, respectively) is to guide the preservation, protection and restoration of historical and cultural resources within the CPU areas. The elements include goals and recommendations for addressing the history and historic resources unique to Southeastern San Diego and Encanto Neighborhoods in order to encourage appreciation of the community's history and culture. These recommendations along with the General Plan policies provide a comprehensive historic preservation strategy for Southeastern San Diego and Encanto Neighborhoods.

The following historic preservation recommendations have been developed for the Southeastern San Diego CPU:

- P-HP-1: Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.
- P-HP-2: Identify, designate, preserve and restore historical buildings in Southeastern San Diego and encourage their adaptive reuse in a manner consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.
- P-HP-3: Develop a historic context statement related to the African-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-4: Develop a historic context statement related to the Mexican-American "sense of place" and cultural landscape evident throughout the community to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-5: Develop a historic context statement related to the Japanese-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community. Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Southeastern San Diego.
- P-HP-6: Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- P-HP-7: Conduct project specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.

- P-HP-8: Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.
- P-HP-9: Recommend that in the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction, the concerned parties seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative. Treat sites containing human remains, funerary objects, sacred objects, or objects of cultural patrimony according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), as appropriate, and any agency-specific rules and procedures for handling such matters.
- P-HP-10: Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary finds as to origin and disposition of the remains.
- P-HP-11: Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.
- P-HP-12: Promote community education and awareness of the significance of Southeastern San Diego's potential and listed historic resources.
- P-HP-13: Partner with Sherman Elementary School, located in the heart of the Sherman Heights Historic District, to provide information on the history and significance of the surrounding community. Materials could include photographs, printed brochures and walking tours that could be utilized for local field trips.
- P-HP-14: Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Logan Heights and Mountain View/Beckwourth libraries to better inform the public about the prehistoric occupation and the historic development of Southeastern San Diego.
- P-HP-15: Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-16: Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.

The following historic preservation recommendations have been developed for the Encanto Neighborhoods CPU:

- P-HP-1: Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.
- P-HP-2: Identify, designate, preserve and restore historical buildings in Encanto Neighborhoods and encourage their adaptive reuse in a manner consistent with

the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

- P-HP-3: Develop a historic context statement related to the Japanese-American community within Southeastern San Diego and Encanto Neighborhoods to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform about those properties valued by the community. Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Encanto Neighborhoods.
- P-HP-4: Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- P-HP-5: Conduct project-specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.
- P-HP-6: Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.
- P-HP-7: Recommend that concerned parties seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative in the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction. Proceed according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), as appropriate, as well as according to any agency-specific rules and procedures, concerning the treatment of sites containing human remains, funerary objects, sacred objects or objects of cultural patrimony.
- P-HP-8: Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary finds as to origin and disposition of the remains.
- P-HP-9: Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.
- P-HP-10: Promote community education and awareness of the significance of Encanto Neighborhood's potential and listed historic resources.
- P-HP-11: Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Valencia Park/Malcolm X, Skyline and Paradise Hills libraries to better inform the public about the prehistoric occupation and the historic development of Encanto Neighborhoods.



- P-HP-12: Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-13: Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.

### **Community Plan Implementation Overlay Zone (CPIOZ)**

The Sherman Heights and Grant Hill Park Historic District Design Guidelines and Criteria were incorporated into the Southeastern San Diego Planned District by City the City Council in 1990 with ordinance 00-16892-2. With all community plan updates, the City is moving away from the use of Planned Districts where feasible in favor of standardized zoning, with the limited use of Community Plan Implementation Overlay Zones (CPIOZ) to address community-specific urban design needs. With this CPU, the Southeastern San Diego Planned District will be removed and replaced with standard zoning. In order to retain the Sherman Heights and Grant Hill Park Historic District Design Guidelines and Criteria, a CPIOZ shall be implemented coterminous with the boundaries of the Sherman Heights and Grant Hill Park historic districts (Attachment 4). Properties within the boundaries of the CPIOZ will be required to comply with the Design Guidelines and Criteria, as well as the City's Historical Resources Regulations.

### **Environmental Impact Report**

An Environmental Impact Report (EIR) was prepared to address the significant effects of the proposed Community Plan Update (Attachment 5), including potentially significant impacts to Cultural/Historical Resources as further detailed in EIR Section 5.7 Historical Resources (Attachment 6). 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. A project that would result in significant impacts to historical resources would be subject to a Mitigation Framework depending on the type of resource impacted.

Projects that would result in significant impacts to archaeological resources shall be subject to Mitigation Framework HIST-1, whereby 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. This same Mitigation Framework would also be used in the unlikely event that build-out of the Southeastern San Diego and Encanto Neighborhoods CPU areas would impact religious or sacred places or human remains.

Projects that would result in significant impacts to historical, built environment resources shall be subject to Mitigation Framework HIST-2, whereby 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.

Future development implemented in accordance with the Southeastern San Diego and Encanto Neighborhoods CPUs that would potentially result in impacts to historical resources would be required to incorporate the Mitigation Framework measures adopted in conjunction with the certification of the Program EIR (PEIR). This Mitigation Framework, combined with the Sherman Heights and Grant Hill Park Historic Districts CPIOZ and CPU policies promoting the identification and preservation of historical resources in the CPU areas, reduces the program-level impact related to prehistoric or historical archaeological sites and historic resources of the built environment to below a level of significance.

## CONCLUSION

In conclusion, the information provided in the historic context has been incorporated into the planning process for Southeastern San Diego and Encanto Neighborhoods CPUs and is reflected in the goals and policies of the respective Historic Preservation Elements. In addition, The Sherman Heights and Grant Hill Park Historic District CPIOZ will allow for continued implementation of the Sherman Heights and Grant Hill Park Historic District Design Guidelines and Criteria. Lastly, the Final EIR includes a mitigation framework for cultural and historical

resources that would reduce impacts anticipated from future projects. Therefore, staff recommends that the HRB recommend to the City Council adoption of the Southeastern San Diego Historic Context Statement; the Historic Preservation Element of the Southeastern San Diego and Encanto Neighborhoods Community Plan updates; the Sherman Heights and Grant Hill Park Historic District CPIOZ; and the Final Environmental Impact Report related to Cultural and Historical Resources.



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Senior Planner/HRB Liaison

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Attachments:

1. Southeastern San Diego Historic Context Statement (under separate cover)
2. Historic Preservation Element of the Southeastern San Diego Community Plan Update (under separate cover)
3. Historic Preservation Element of the Encanto Neighborhoods San Diego Community Plan Update (under separate cover)
4. Sherman Heights and Grant Hill Park Historic District Community Plan Implementation Overlay Zone (excerpt from the Land Use Element, under separate cover)
5. Final Environmental Impact Report (FEIR) for the Southeastern San Diego and Encanto Neighborhoods Community Plan Updates (On CD, under separate cover)
6. EIR Section 5.7 Cultural/Historical Resources (under separate cover)

SOUTHEASTERN SAN DIEGO  
HISTORIC CONTEXT STATEMENT

SAN DIEGO, CALIFORNIA  
[12162]

Prepared for  
DYETT & BHATIA





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## **EXECUTIVE SUMMARY**

This Historic Context Statement presents an overview of Southeastern San Diego's history with a specific emphasis on describing the historic themes and patterns that have contributed to the neighborhood's physical development. It is intended to support the Southeastern San Diego Community Plan Update by providing the framework for the future identification and evaluation of historic properties in the neighborhood.

The built environment in Southeastern San Diego had its start with the Mexican land grants in the San Diego area, namely Pueblo Lands and Ex-Mission Rancho de San Diego de Alcalá, which would serve as the base for all future development in the plan area. American settlement of San Diego began in 1850 with the subdivision of "New San Diego," and was solidified in 1867 when Alonzo Horton purchased 800 acres in downtown San Diego and began selling the lots at his real estate office. Southeastern San Diego was a patchwork of subdivisions and additions in the 1870s. It was common practice for entrepreneurs and land speculators to buy one or more blocks of Pueblo Lands and subdivide them into smaller parcels for resale. Block and parcel size varied by subdivision, and some of the street grids did not align. San Diego city leaders also tried to attract a railroad to further spur development in the city.

In 1885, the California Southern Railroad, a subsidiary of the Atchison, Topeka and Santa Fe line, established a line between San Diego and National City. The Santa Fe Railroad also constructed a spur from San Diego to San Bernardino, providing the city's first transcontinental connection. San Diego's population tripled as a result of the arrival of the railroad. The city underwent a decade-long building boom, but actual settlement of the new subdivisions in Southeastern San Diego did not match the rate of land sales. After the boom, residential growth was slower but steady into the early twentieth century because of the neighborhood's proximity to downtown, the rail lines, and the bay. Residential development during this early period was primarily concentrated west of 28<sup>th</sup> Street, and included both modest wood-frame workers' cottages and large estates built by San Diego's elite.

In contrast with the suburban development of the western portion of the plan area, Encanto and the Chollas Valley were decidedly rural in the late nineteenth and early twentieth centuries. Encanto was first platted in 1891, but was not actively developed until 1907 when it was advertised for "suburban homes and small farms," ideal for fruit trees, chicken ranches, and gardening. Encanto soon became a self-sufficient town, connected to the city by rail lines but isolated from the wild land speculation that had taken over the rest of the plan area. Encanto was annexed to the City of San Diego in 1916.

The 1915 Panama-California Exposition and military buildup during World War I called international attention to San Diego and brought new people to the city, many of whom settled in Southeastern San Diego. During the 1920s and 1930s, the plan area experienced denser and more ethnically diverse residential development. The increasing popularity of the private automobile introduced new building types such as garages, gas stations, and bungalow courts, and allowed people to settle areas further from the city center without necessarily relying on fixed rail line transportation systems. The popularity of the Craftsman style and Spanish-inspired revival styles (Spanish Eclectic, Mission Revival, and Pueblo Revival) further changed the look of the plan area.

World War II and the postwar era was a period of major physical growth and change in Southeastern San Diego. Military build-up stimulated the economy and brought thousands to San Diego, but the resulting population boom also caused a severe housing shortage. With large tracts of rural land available so close to



the center city, postwar developers quickly saw the potential to create new suburbs in the Chollas Valley to relieve the shortage. Many of these developers constructed speculative housing in their new subdivisions, typically using identical models with a few floor plan variations. Emerald Hills Estates (1957) is the best example of this type of housing tract constructed during the postwar period in the plan area, with Cinderella Ranch style homes lining its streets. The housing shortage in turn created a school shortage: Homes in Southeastern San Diego were built so fast during the postwar period that schools struggled to keep up with the demand of the “baby boom.” Many schools were first opened in portable buildings, and were replaced later with more permanent construction.

The postwar era also included important demographic shifts in the plan area. Restrictive zoning and discriminatory covenants in other parts of the city reinforced segregated living conditions that had begun in the 1920s, and Southeastern San Diego became home to a majority of San Diego’s poor and non-white residents during the postwar era. A few opportunities for racial integration did exist in portions of the plan area, though, especially near Encanto. Many African-Americans moved to Encanto and Valencia Park from Logan Heights in the 1950s and 1960s, taking advantage of the first opportunity they had to own homes.

Finally, the construction of four freeways—Highway 15, Highway 94, Interstate 5, and Interstate 805—required large swaths to be razed in the 1950s and 1960s, effectively eliminating the once-fluid edges of the neighborhood. The freeways not only demolished some of the area’s oldest buildings, but also displaced families and businesses and exacerbated social issues. Socioeconomic consequences caused by the freeway construction included segregation of lower-income and ethnic minorities; reduction in existing affordable housing stock; and separation of communities from services such as stores, churches, and schools.

Today, Southeastern San Diego remains one of the most ethnically diverse neighborhoods in all of San Diego, continuing the population migration trends that began in the 1920s. In recent years, demolition and deterioration of older housing stock combined with numerous urban infill projects have changed the built environment in the plan area. Large areas that exhibit cohesive historic character no longer exist, but there are many individually exceptional properties and smaller clusters of significant houses that tell the important stories of Southeastern San Diego’s past.

## I. INTRODUCTION

### A. Project Background & Purpose

The Southeastern San Diego Historic Context Statement was prepared for Dyett & Bhatia and the City of San Diego to provide a greater understanding of the history of the plan area in advance of the Southeastern San Diego Community Plan Update. The original Southeastern San Diego Community Plan was adopted in 1987, and is undergoing a comprehensive update. The update will be split into two parts, one for “Southeast San Diego” and the other for “Encanto.”

This Historic Context Statement presents the history of Southeastern San Diego’s built environment from pre-history to 1967 in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions. The year 1967 marks the end of a specific period of development, and also coincides with the City of San Diego Municipal Code’s 45 year threshold to review properties which may be adversely impacted by development.

The document identifies important periods, events, themes, and patterns of development, and provides a framework for evaluating individual historic properties and districts for the National Register of Historic Places, California Register of Historical Resources, and San Diego Register of Historical Resources. Historic property types associated with these periods and themes are also identified and described in the Historic Context Statement, and significance and integrity considerations are included for each.

It is important to note that while the context statement identifies key historical themes that shaped development in Southeastern San Diego, it is not a comprehensive history of the city, nor is it a definitive listing of all the neighborhood’s significant resources. Instead, it provides a general discussion of the overarching forces that created the built environment, the reasons why properties associated with that development are important, and what characteristics they need to qualify as historic resources.

### B. Project Boundaries

This Historic Context Statement addresses roughly 7,200 acres within the boundaries of the Southeastern San Diego Community Plan Area, located just east of Downtown San Diego, California. The project area is bounded by Interstate 5 to the west, Highway 94 to the north, 69<sup>th</sup> Street to the east, and shares a border with National City to the south. Interstate 805 runs through the center of the plan area, dividing it roughly in half (**Figure 1**). The western half is the “Southeast San Diego” community planning area while the eastern half is the “Encanto” community planning area.

According to the 1987 Southeastern San Diego Community Plan, the project area is composed of 17 distinct neighborhoods, differentiated by their historical development and separated by freeways or thoroughfares (**Figure 2**). These neighborhoods were identified in the 1987 plan within three broader areas as follows:

- **West Sector:** Sherman Heights, Grant Hill, Logan Heights, Stockton, Memorial
- **Central Sector:** Mount Hope, Mountain View, Southcrest, Shelltown, Chollas View, Lincoln Park
- **East Sector:** Broadway Heights, Emerald Hills, Encanto, South Encanto, Valencia Park, Alta Vista

**Southeastern San Diego and Encanto Neighborhoods**

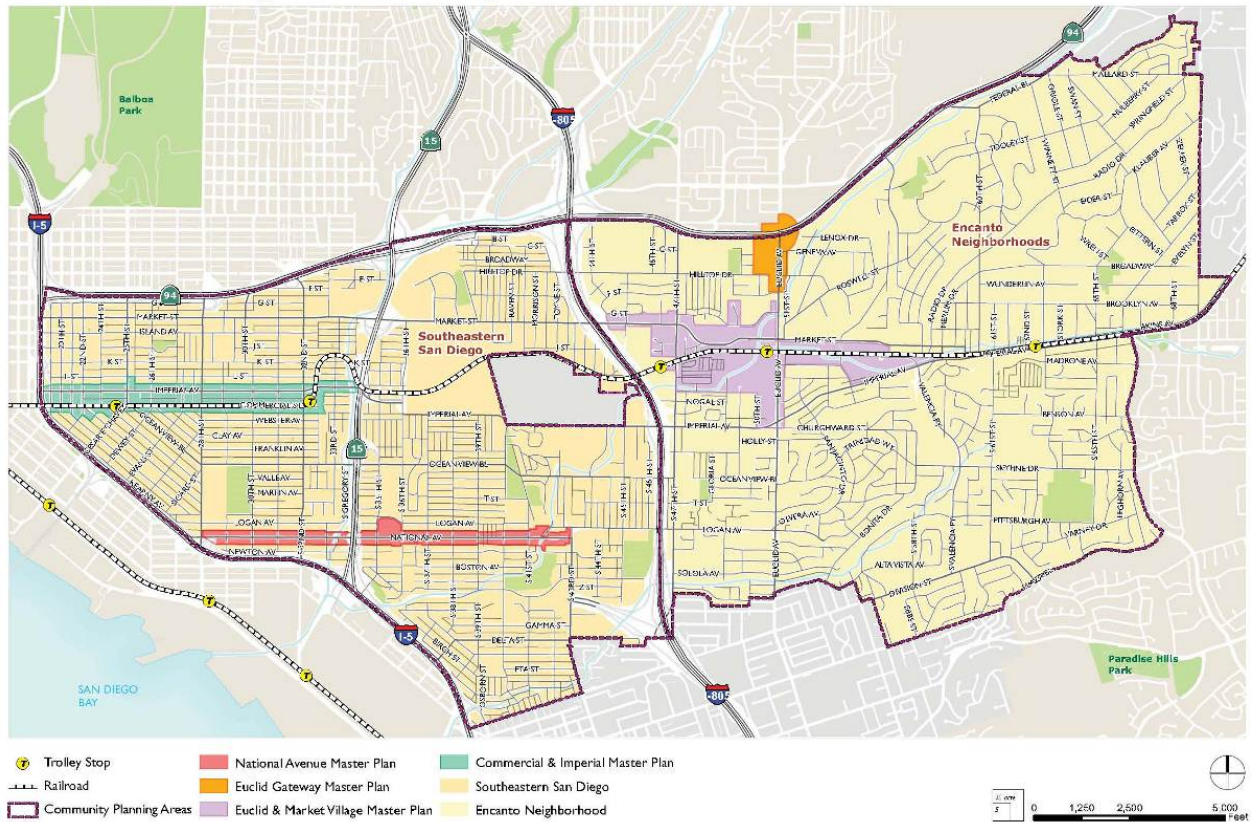


Figure 1. Map of Southeastern San Diego Community Plan Study Area, showing both “Southeast” and “Encanto” planning areas.  
 (Dyett & Bhatia, 2012)

**NEIGHBORHOODS**

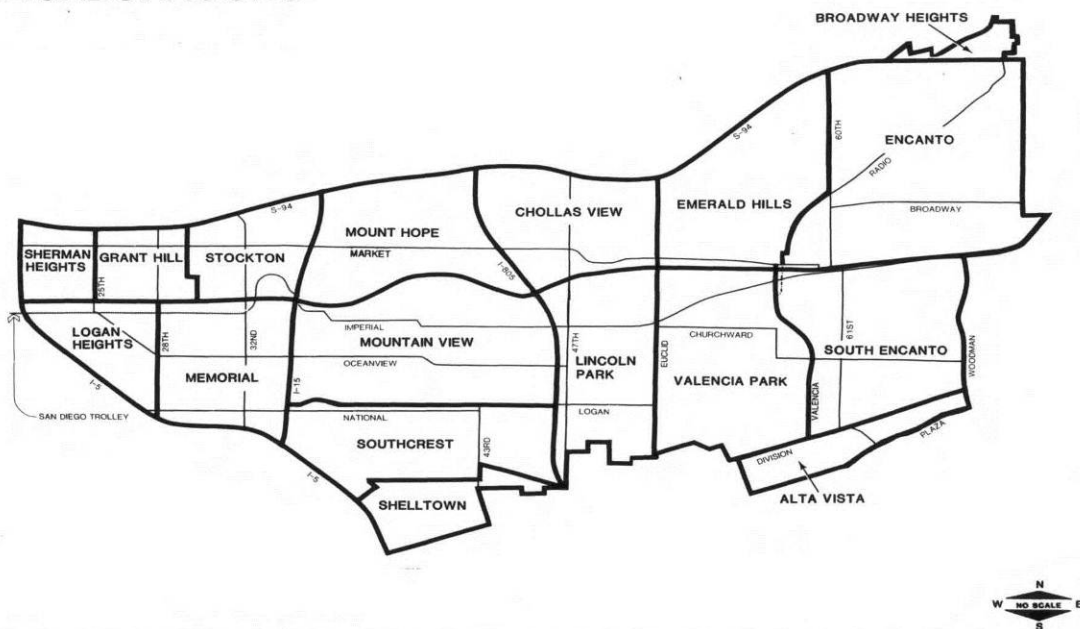


Figure 2. Southeastern San Diego Neighborhood Map  
 (1987 Southeastern San Diego Community Plan, page 174)

## C. Methodology & Research

The Southeastern San Diego Historic Context Statement is organized chronologically, with sections that correspond to major periods in San Diego's history from pre-history to 1967. The content and organization of the document follows the guidelines from the following National Park Service publications:

- National Register Bulletin No. 15 *How to Apply the National Register Criteria for Evaluation*
- National Register Bulletin No. 16A *How to Complete the National Register Registration Form*
- National Register Bulletin No. 16B *How to Complete the National Register Multiple Property Documentation Form*
- National Register Bulletin No. 24 *Guidelines for Local Surveys: A Basis for Preservation Planning*.<sup>1</sup>

Guidelines published by the California Office of Historic Preservation were also consulted, including the state's official *Instructions for Recording Historical Resources* and a guide entitled "Writing Historic Context Statements." The City of San Diego's "Historic Resource Survey Guidelines" (July 2008) were also consulted.

Research for the Southeastern San Diego Historic Context Statement was gleaned from primary and secondary sources held at local, regional, and online repositories. Materials were primarily gathered at the San Diego Central Library (California Room); San Diego Historical Society Research Library; San Diego County Assessor's Office; and City of San Diego Planning Division. Websites for the San Diego History Center and City of San Diego Planning Division were also especially useful.

Primary sources consulted included Sanborn Fire Insurance Maps, newspaper articles, city directories, census data, and historic photographs. Secondary sources included numerous books and publications (listed in the bibliography at the end of this document), Geographic Information System (GIS) maps, previous historical reports and survey documentation (see Section II), and internet sources.

The report includes a number of current and historic images of Southeastern San Diego. Many of the historic images were obtained with permission from local repositories or gathered from secondary sources, which are cited in the image caption. The inclusion of these historic images is intended to be consistent with the "fair use" policies of the U.S. Copyright Office, which states that reproductions used for "criticism, comment, news reporting, teaching (including multiple copies for classroom use), scholarship, or research, is not an infringement of copyright."<sup>2</sup> It is also worth noting that unless specific measures have been taken to renew image copyrights, all published works made prior to 1923 are now in the public domain.<sup>3</sup> This report has been prepared expressly as a scholarly research document, and the inclusion of these images was deemed vital for illustrating historic events and development patterns for which few, if any, alternative images are available.

Finally, because this historic context statement discusses thousands of properties, the reader should assume that any individual building discussed remains extant today, unless specific mention is made otherwise. This is particularly true of buildings that are familiar landmarks in San Diego, such as schools, churches and civic facilities. However, certain buildings, whether because of their smaller size or relative obscurity, may still include a note emphasizing that they remain extant.

## PROJECT TEAM

This historic context statement was prepared for Dyett & Bhatia and the City of San Diego by Page & Turnbull, a San Francisco-based architecture and planning firm that has been dedicated to historic preservation since 1973. Page & Turnbull staff responsible for this project includes Principal-in-Charge Ruth Todd, AIA, AICP, LEED AP, Project Manager/Cultural Resource Specialist Rebecca Fogel, and Architectural Historian Christina Dikas, all of whom meet the Secretary of the Interior's *Professional Qualifications Standards* in Historic Architecture, Architectural History, and/or History.

## **D. How to Use This Document**

The Southeastern San Diego Historic Context Statement is intended to be used as a tool by the Community Plan Update project team and the San Diego community to better understand and evaluate the neighborhood's historic resources. The document is organized as follows:

- Section **II. Previous Surveys, Studies and Reports** summarizes previous historic resource survey work in Southeastern San Diego.
- Section **III. Guidelines for Evaluation** provides an overview of National Register, California Register, and San Diego registration requirements; a summary of significant themes; a definition of each of the major property types found in the neighborhood (residential, commercial, civic/institutional, and cultural landscapes); and guidelines for evaluating the significance and integrity of these properties. This section does not provide any determinations of eligibility, but rather can be used by the City of San Diego as the framework for future evaluations.
- Section **IV. Historic Context** includes a narrative of the project area's developmental history that focuses on the evolution of the built environment. This history is broken into five periods that are defined by events, themes, and development trends. Property types associated with each of the periods are identified and analyzed. The information in this section can be used as a reference point when questions arise regarding a property's significance and integrity.
- Section **V. Findings and Recommendations** discusses findings from the windshield survey and provides recommendations for future preservation planning efforts.

## II. PREVIOUS SURVEYS, STUDIES AND REPORTS

The following section identifies prior historic resource surveys, studies, and plans conducted in the Southeastern San Diego Community Plan Area. These documents are on file at the City of San Diego Planning Division or the San Diego Public Library.

### A. National Register of Historic Places

The National Register of Historic Places (National Register) is the official list of the Nation's historic places worthy of preservation. Since the establishment of the National Register in 1966, more than 80,000 properties across the nation have been listed. One historic building in the Southeastern San Diego Community Plan Area has been listed in the National Register of Historic Places:

- Villa Montezuma, 1925 K Street (listed 1971)

Nomination forms for these buildings can be viewed online through the National Park Service's website: <http://www.nps.gov/nr/research/>.

### B. Registered San Diego Landmarks & Historic Districts

The City of San Diego maintains a Register of Historical Resources, which includes both individual resources and historic districts. In the Southeastern San Diego Community Plan Area, the following properties have been listed in the San Diego Register of Historical Resources:

#### Historic Districts:

- Sherman Heights Historic District (HRB #208, 390 contributors, listed 1987)
- Grant Hill Park Historic District (HRB #217, 48 contributors, listed 1988)

#### Individual Landmarks:

- Villa Montezuma, 1925 K Street (HRB #11, listed 1970)
- Weldon Glasson House (Chateau de Toman), 3139 Franklin Avenue (HRB #78, listed 1972)
- Gorham House, 2040-2042 Kearney Avenue (HRB #138, listed 1979)
- Sherman Hearn House, 633 20<sup>th</sup> Street (HRB #160, listed 1982)
- Hollington House, 171 21<sup>st</sup> Street (HRB #165, listed 1982)
- Frank Zinnel House, 643 26<sup>th</sup> Street (HRB #218, listed 1988)
- Claus A. Johnson Commercial Building, 2602-2608 Imperial Avenue (HRB #219, listed 1988)
- Newby-Whitney House, 629 26<sup>th</sup> Street (HRB #220, listed 1988)
- Strandlund Family Residence, 402 Langley Street (HRB #221, listed 1988)
- Italian Stone Pine, 2736 L Street (HRB #222, listed 1988)
- Edwin Capps Residence Site, 910 60<sup>th</sup> Street (HRB #248, listed 1990)
- Sherman Heights Apartments, 2106 K Street (HRB #338, listed 1996)
- Old Fire Station #19, 3601 Ocean View Boulevard (HRB #893, listed 2009)
- Johnson's Wilshire Gas Station, 4689 Market Street (HRB #954, listed 2010)

Information about these properties can be accessed at the California Historical Resources Inventory Database (CHRID) at <http://sandiego.cfwebtools.com/index.cfm?CFID=625530&CFTOKEN=16962634>, or at the City of San Diego's website at <http://www.sandiego.gov/planning/programs/historical/>.

### **C. Historic Resource Surveys & Context Statements**

The Southeastern San Diego Community Plan Area has been formally studied several times prior to this Historic Context Statement effort. The following historic resource surveys and context statements in the plan area are excellent resources for understanding the history of the area, and were invaluable in the preparation of this study:

- *Barrio Logan and Western Southeast San Diego Historical Survey* (Prepared by Patrick Barley and Michael Pearlman for City of San Diego Historical Site Board, June 1980). On file at the San Diego Public Library, California Room.
- *Barrio Logan Historical Resources Survey* (Prepared by City of San Diego City Planning & Community Investment in conjunction with Brian F. Smith and Associates, February 2011). Available online at <http://www.sandiego.gov/planning/barriologanupdate/documents/pdf/blhistoricalsurveyfull.pdf>
- *Fifth Amendment to the Central Imperial Redevelopment Plan EIR, Appendix E1* (Prepared by ASM Affiliates, Inc., April 2006). On file at San Diego Planning Department.



### III. GUIDELINES FOR EVALUATION

The following section reviews themes significant to the developmental history of the Southeastern San Diego Community Plan Area and defines major property types that are representative of these themes. The section concludes with general guidelines for evaluating properties for the local, state, and national historic registers.

#### A. Summary of Significant Themes & Associated Property Types

##### SUMMARY OF THEMES

Themes of development often repeat throughout the history of a place. The National Park Service utilizes a thematic framework as its primary organizing principle for historic context statements. Themes are ways to organize and understand information about events, activities, people, communities, and patterns of change that have influenced historic and cultural development of an area. The National Park Service revised its framework for historic themes in 1994, replacing “themes in American progress,” a chronological approach with subthemes, to a multi-faceted approach designed to capture “the interrelated nature of human experience [...through] a more interdisciplinary, less compartmentalized approach to American history.” The following themes shaped the growth and evolution of the built environment in Southeastern San Diego:

- Residential Development
- Commercial Development
- Industrial Development
- Educational Development
- Social/Community Development
- Municipal Development
- Transportation & Infrastructure
- Ethnic Heritage
- Cultural Landscapes

These themes contribute in varying degrees to the Southeastern San Diego Historic Context Statement, and are manifested through the property types described below.

##### SUMMARY OF PROPERTY TYPES

Each period of development has one or more associated property types that help illustrate the period’s significant themes. Property types that are discussed in this document are defined as follows:

- **Residential properties** include single-family dwellings, duplexes, bungalow courts, and apartments. Single-family dwellings are by far the most common property type in the neighborhood, while multi-unit buildings are comparatively rare.
- **Commercial properties** are those with commercial spaces on all floors; buildings with retail space on the ground floor and office space above; or mixed use buildings that feature retail space on the ground floor and dwelling space above. Hotels are also considered commercial properties for the purposes of this study.

- **Educational properties**, or schools, include buildings designed for various activities in a primary, secondary, or higher educational system.
- **Industrial properties** include any building where things are made, stored or repaired. This may include auto repair facilities.
- **Social/Community properties** may include lodges for fraternal organizations, churches, and other public meeting halls. These buildings are typically larger and more ornate than other property types. Multi-story properties may also incorporate a commercial use on the ground floor.
- **Municipal properties** such as fire houses, post offices, libraries, and water company structures were constructed to meet health and safety needs of the community.
- **Cultural landscapes** may encompass designed landscapes, such parks, gardens, and cemeteries. They may also be composed of individual elements that developed over time, such as site features (e.g. fences, walls, etc.), public terraces, street furnishings (i.e. lights and benches), and circulation patterns.
- **Archeological resources**, if discovered, are likely to be significant, but analysis of these resources is outside the scope of this document because the Historic Context Statement focuses on the built environment.

Property types that are found elsewhere in San Diego but are not located in the project area include agricultural, military, and maritime properties.

Each section of this context statement identifies associated property types, provides a description of their character and distribution, and outlines the requirements for resource registration. The themes and associated property types are discussed more specifically as they relate to each of San Diego's five periods of development.

## **B. Relating Themes with Periods of Development**

The periods of development in this context statement associate specific time frames with the above themes. The themes encompass related events, patterns of settlement and construction, activities of people important to the area, and socioeconomic changes. Each of the periods of development is associated with specific property types that originated within or characterize the period. The periods of development also represent the potential periods of significance for properties associated with the respective themes. A period of significance is the time span during which a property (or property type) attained its historic significance.

The periods of development considered for the Southeastern San Diego Historic Context Statement are as follows:

#### **Pre-History & Early San Diego History (to 1867)**

- Native American settlement of the area, including known and potential archaeological sites
- Spanish colonization of California, including the development of mission settlements and the relationship between the Spanish and Native groups
- Mexican independence and the development of rancho society as the basis of California's economy
- Mexican land grants in the San Diego area, namely Pueblo Lands and Ex-Mission Rancho de San Diego
- Survey and sale of downtown San Diego, namely "New Town" (1850 by William Heath Davis and Andrew Gray) and "Horton's Purchase" (1867 by Alonzo Horton)

#### **Building Southeastern San Diego (1868 – 1916)**

- Early subdivisions and land speculation in Southeastern San Diego
- Arrival of the railroad and streetcar system
- Booming residential development, both for San Diego's elite and working class residents
- Provision of municipal and social services, such as churches, schools, and cemeteries
- Development and sale of suburban farms in Encanto
- Growth of the San Diego city limits

#### **Southeastern San Diego Expands (1917 – 1939)**

- Construction boom following 1915 Panama-California Exposition and World War I
- Influence of the private automobile on residential and commercial development
- Popularity of new regional architectural styles, especially Spanish Eclectic and Mission Revival
- Minority migration trends and the neighborhood's changing ethnic composition
- Municipal and educational improvements

#### **Freeway Era (1940 – 1967)**

- Onset of World War II, including the expansion of Naval Station San Diego and the buildup of civilian defense industries
- Growth of residential suburbs in the postwar era
- Declining socioeconomic conditions, especially in the western half of the plan area
- Connections between race and settlement patterns, including both housing discrimination and racial integration
- Construction of highways
- Municipal and educational improvements, especially in response to the postwar baby boom

More recent San Diego history from 1968 to present includes many changes to the Southeastern San Diego Community Plan Area. This period has seen the effects of urban renewal and the Model Cities project; growing political activism and the Chicano Movement; socioeconomic changes, including an increase in gang violence; and promotion of programs to assist low-income residents, such as the federally-funded Community Housing Improvement and Revitalization Program (CHIRP). Today, Southeastern San Diego remains one of the most ethnically diverse neighborhoods in all of San Diego, continuing the population migration trends that began in the 1920s.

None of the properties from the Modern San Diego period are 45 or 50 years of age yet, and therefore a detailed account of this period is outside the scope of this report. Properties younger than 50 years of age must meet Criterion Consideration G (Properties that Have Achieved Significance within the Past Fifty Years) proving their exceptional significance in order to qualify for listing in the National Register. The City of San Diego uses a threshold of 45 years to conduct environmental review of potentially significant properties, but a younger property may still be eligible for listing as a San Diego Historical Resource or in the California Register. Properties associated with this time period may become eligible when sufficient time has passed to objectively evaluate their significance.

## C. Evaluation Criteria

The following discussion of significance and integrity forms the basis of the property types analysis found in later chapters of this document, and should be used to support future evaluation of historic resources in Southeastern San Diego. It is important to note that each property is unique; therefore, significance and integrity evaluation must be conducted on a case-by-case basis. The evaluation guidelines in later sections of this Historic Context Statement should be implemented as an overlay to the particular facts and circumstances of each individual resource.

### NATIONAL REGISTER OF HISTORIC PLACES & CALIFORNIA REGISTER OF HISTORICAL RESOURCES

The National Register of Historic Places (NRHP) is the nation's most comprehensive inventory of historic resources. The National Register is administered by the National Park Service and includes buildings, structures, sites, objects, and districts that possess historic, architectural, engineering, archaeological, or cultural significance at the national, state, or local level. According to *National Register Bulletin Number 15: How to Apply the National Register Criteria for Evaluation*, resources over fifty years of age are typically eligible for listing in the National Register if they meet any one of the four criteria of significance (A through D) and if they sufficiently retain historic integrity. However, resources under fifty years of age can be determined eligible if it can be demonstrated that they are of "exceptional importance," or if they are contributors to a potential historic district. These criteria are defined in depth in *National Register Bulletin Number 15*. The California Register of Historical Resources (CRHR) follows nearly identical guidelines to those used by the National Register, but identifies the Criteria for Evaluation numerically.

The four basic criteria under which a structure, site, building, district, or object can be considered eligible for listing in the National or California registers are:

- **Criterion A/1 (Event):** Properties associated with events that have made a significant contribution to the broad patterns of our history;
- **Criterion B/2 (Person):** Properties associated with the lives of persons significant in our past;
- **Criterion C/3 (Design/Construction):** Properties that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant distinguishable entity whose components lack individual distinction; and
- **Criterion D/4 (Information Potential):** Properties that have yielded, or may be likely to yield, information important in prehistory or history.<sup>4</sup>

A resource can be considered significant to American history, architecture, archaeology, engineering, and culture on a national, state, or local level. Perhaps the most critical feature of applying the criteria for evaluation is establishing the relationship between a property and its historic context, which is defined as "those patterns or trends in history by which a specific occurrence, property, or site is understood and its meaning (and ultimately its significance) within history or prehistory is made clear."<sup>5</sup>

### National Register Criteria Considerations

Certain types of properties are usually not considered eligible for listing in the National Register. However, these properties *can* be eligible for listing if they meet special requirements, or Criteria Considerations. If working with one of these special property types, an evaluator must determine that a property meets the Criteria Considerations in addition to one or more of the four evaluation criteria described above in order to justify its inclusion in the National Register. These considerations are defined as follows:

- **Criteria Consideration A:** Religious Properties: A religious property is eligible if it derives its primary significance from architectural or artistic distinction or historical importance.
- **Criteria Consideration B:** Moved Properties: A property removed from its original or historically significant location can be eligible if it is significant primarily for architectural value or it is the surviving property most importantly associated with a historic person or event.
- **Criteria Consideration C:** Birthplaces & Graves: A birthplace or grave of a historical figure is eligible if the person is of outstanding importance and if there is no other appropriate site or building directly associated with his or her productive life.
- **Criteria Consideration D:** Cemeteries: A cemetery is eligible if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.
- **Criteria Consideration E:** Reconstructed Properties: A reconstructed property is eligible when it is accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan and when no other building or structure with the same associations has survived. All three of these requirements must be met.
- **Criteria Consideration F:** Commemorative Properties: A property primarily commemorative in intent can be eligible if design, age, tradition, or symbolic value has invested it with its own historical significance.
- **Criteria Consideration G:** Properties that Have Achieved Significance within the Past Fifty Years: A property achieving significance within the past fifty years is eligible if it is of exceptional importance.<sup>6</sup>

### California Register Criteria Considerations

The California Register does not have the same strict Criteria Considerations as the National Register, and is more flexible about moved properties and properties less than fifty years of age. Moved buildings are considered eligible for the California Register if they were moved to prevent their demolition at the former location and if the new location is compatible with the original character and use of the historic resource. Properties under fifty years old may be eligible for the California Register if it can be demonstrated that sufficient time has passed to understand their historical importance.<sup>7</sup>

## SAN DIEGO REGISTER OF HISTORICAL RESOURCES

Although based on NRHP and CRHR criteria, the City of San Diego designation criteria differ in order and quantity from the federal and state registers. The Historical Resources Guidelines of the Land Development Manual (a supplement to the Municipal Code) states that any improvement, building, structure, sign, interior element, fixture, feature, site, place, district or object may be designated as historical by the City of San Diego Historical Resources Board (HRB) if it meets one or more of the following criteria:

- **HRB Criterion A:** Exemplifies or reflects special elements of the City’s, a community’s or a neighborhood’s historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping or architectural development.
- **HRB Criterion B:** Is identified with persons or events significant in local, state or national history.
- **HRB Criterion C:** Embodies distinctive characteristics of a style, type, period or method of construction or is a valuable example of the use of indigenous materials or craftsmanship.
- **HRB Criterion D:** Is representative of the notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist or craftsman.
- **HRB Criterion E:** Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the State Historical Preservation Office for listing on the State Register of Historical Resources.
- **HRB Criterion F:** Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest or aesthetic value or which represent one or more architectural periods or styles in the history and development of the City.<sup>8</sup>

In addition to meeting one or more of the above criteria, a City of San Diego Register-eligible property must also retain sufficient integrity to convey its significance. Although the City’s municipal code does use a 45 year threshold to review properties which may be adversely impacted by development, a property need not be 45 years of age to be eligible for listing in the City’s register. In addition, the recently adopted *Guidelines for the Application of Historical Resources Board Designation Criteria* provide guidance on the application of local designation criteria.

### Comparing Local, State, and National Criteria

Though the order and quantity of the San Diego criteria differ from the NRHP and CRHR, the following parallel relationships can be established:

NRHP Criteria	CRHR Criteria	San Diego (HRB) Criteria
Criterion A	Criterion 1	HRB Criteria A and B (Events)
Criterion B	Criterion 2	HRB Criterion B (Persons)
Criterion C	Criterion 3	HRB Criteria C and D
Criterion D	Criterion 4	HRB Criterion A (Archaeology)
50 year threshold	No particular age threshold	45 year threshold

HRB Criterion A parallels the NRHP Criterion A/CRHR Criterion 1 as it refers to historic events, but stands apart as a special element of the City's, a community's, or a neighborhood's historical, cultural, social, economic, political, aesthetic, engineering, landscaping, or architectural development. As stated in the *Guidelines for the Application of Historical Resources Board Designation Criteria* adopted by the City's HRB, "Special elements of development refer to a resource that is distinct among others of its kind or that surpass the usual in significance." When Criterion A is applied to archaeological resources, it closely aligns with NRHP Criterion D or CRHR Criteria 4.

HRB Criterion E is only applied to properties determined eligible for the NRHP or CRHR; therefore, registration requirements related to this criterion are not necessary. In addition, HRB Criterion F is applied to contributors in historic districts, but the district is determined eligible under one of the other criteria (HRB A-D); therefore specific discussion of registration requirements under this criterion is not necessary.

## INTEGRITY

In order to qualify for listing in the local, state, or national historical registers, a property must be shown to possess both significance *and* integrity. The concept of integrity is essential to identifying the important physical characteristics of historic resources and in evaluating adverse changes to them. Integrity is defined as "the authenticity of an historic resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance."<sup>9</sup> According to the *National Register Bulletin: How to Apply the National Register Criteria for Evaluation*, the seven variables or aspects that are used to evaluate integrity are defined as follows:

- **Location** is the place where the historic property was constructed or the place where the historic event occurred. The original location of a property, complemented by its setting, is required to express the property's integrity of location.
- **Design** is the combination of elements that create the form, plans, space, structure and style of the property. Features which must be in place to express a property's integrity of design are its form, massing, construction method, architectural style, and architectural details (including fenestration pattern).
- **Setting** addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s). Features which must be in place to express a property's integrity of setting are its location, relationship to the street, and intact surroundings (i.e. neighborhood or rural).
- **Materials** refer to the physical elements that were combined or deposited during a particular period of time and in a particular pattern of configuration to form the historic property. Features which must be in place to express a property's integrity of materials are its construction method and architectural details.



- **Workmanship** is the physical evidence of the crafts of a particular culture or people during any given period in history. Features which must be in place to express a property's integrity of workmanship are its construction method and architectural details.
- **Feeling** is the property's expression of the aesthetic or historic sense of a particular period of time. Features which must be in place to express a property's integrity of feeling are its overall design quality, which may include form, massing, architectural style, architectural details, and surroundings.
- **Association** is the direct link between an important historic event or person and a historic property. Features which must be in place to express a property's integrity of association are its use and its overall design quality.

### Integrity Based on City of San Diego Historical Resources Board Designation Criteria

While it is understood that nearly all properties undergo change over time—and thus minor alterations or changes are not uncommon—a building must possess enough of its original features to demonstrate why it is significant. When evaluating a property's integrity, evaluators should look closely at characteristics such as massing, roof forms, the pattern of windows and doors, cladding materials, and neighborhood surroundings.

In order to convey its historical significance, a property that has sufficient integrity for listing in the national, state, or local historical register will generally retain a majority of its character-defining features. However, the necessary aspects of integrity also depend on the criteria for which the property is significant. The City of San Diego's *Guidelines for the Application of Historical Resources Board Designation Criteria* (adopted 27 August 2009) outlines significant aspects of integrity related to each criterion:

- **Integrity under HRB A (Events & Archeology):** The significant aspects of integrity for a property significant under Criterion A may vary depending upon the aspect of development for which the resource is significant. For instance, design, materials, workmanship and feeling may be especially important for aspects of aesthetic, engineering, landscape and architectural development. Location, setting, feeling and association may be especially important for aspects of historical, archaeological, cultural, social, economic, and political development. It is critical for the evaluator to clearly understand the context and why, where, and when the property is significant in order to identify which aspects of integrity are most important to the resource.
- **Integrity under HRB B (Events & Persons):** Location, setting, feeling and association are the most relevant aspects of integrity related to Criterion B. Integrity of design and workmanship might not be as important, and would not be relevant if the property were a site. A basic integrity test for a property associated with an important event or person is whether a historical contemporary would recognize the property as it exists today.
- **Integrity under HRB C (Architecture):** Retention of design, workmanship, and materials will usually be more important than location, setting, feeling, and association. Location and setting will be important; however, for those properties whose design is a reflection of their immediate environment.
- **Integrity under HRB D (Architecture):** A property important as a representative example of the work of a Master must retain most of the physical features and design quality attributable to the

Master. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style and identified it as the work of a Master.

### Integrity Based on National Register and California Register Criteria

*National Register Bulletin #15, How to Apply the National Register Criteria for Evaluation* describes what aspects of integrity are essential for each of the four National Register and California Register criteria:

- **Integrity under NRHP A/CRHR 1 (Events):** A property that is significant for its historic association is eligible if it retains the essential physical features that made up its character or appearance during the period of its association with the important event or historical pattern. If the property is a site (such as a treaty site) where there are no material cultural remains, the setting must be intact. Archeological sites eligible under these criteria must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships to the extent that these remains are able to convey important associations with events.
- **Integrity under NRHP B/CRHR 2 (Persons):** A property that is significant for its historic association with an important person(s) is eligible if it retains the essential physical features that made up its character or appearance during the period of its association with the person(s). If the property is a site where there are no material cultural remains, the setting must be intact. Archeological sites eligible under these criteria must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships to the extent that these remains are able to convey important associations with persons.
- **Integrity under NRHP C/CRHR 3 (Architecture):** A property important for illustrating a particular architectural style or construction technique must retain most of the physical features that constitute that style or technique. A property that has lost some historic materials or details can be eligible if it retains the majority of the features that illustrate its style in terms of the massing, spatial relationships, proportion, pattern of windows and doors, texture of materials, and ornamentation. The property is not eligible, however, if it retains some basic features conveying massing but has lost the majority of the features that once characterized its style. Archeological sites eligible under this criterion must be in overall good condition with excellent preservation of features, artifacts, and spatial relationships to the extent that these remains are able to illustrate a site type, time period, method of construction, or work of a master.
- **Integrity under NRHP D/CRHR 4 (Information Potential & Archaeology):** For properties eligible under this criterion, including archeological sites and standing structures studied for their information potential, less attention is given to their overall condition, than if they were being considered for events, persons, or design. Archeological sites, in particular, do not exist today exactly as they were formed. There are always cultural and natural processes that alter the deposited materials and their spatial relationships.<sup>10</sup>

To summarize, properties significant under Events or Architecture criteria need only retain integrity of design, materials, and workmanship to the extent that they help the property convey integrity of feeling and/or association. Similarly, integrity of location and setting are crucial for properties significant under Events criteria, but are typically less important for properties significant under Persons or Architecture criteria. High priority is typically placed on integrity of design, materials, and workmanship for properties significant under Architecture criteria. For properties significant under any of these criteria, however, it is possible for some materials to be replaced without drastically affecting integrity of design as long as these alterations are subordinate to the overall character of the building. For example, minor alterations such as window replacement may be acceptable in residential districts but are less so for individual properties designed by a master architect.

Evaluations of integrity should also include some basis of comparison. In other words, the evaluator should understand the general extent of alterations common to each property type--especially for properties that are particularly old or rare. Conversely, properties that are less rare or not as old should retain all or nearly all of their original features to qualify for historic listing. *National Register Bulletin #15, How to Apply the National Register Criteria for Evaluation*, states that:

“...comparison with similar properties should be considered during the evaluation of integrity. Such comparison may be important in deciding what physical features are essential to properties of that type. In instances where it has not been determined what physical features a property must possess in order for it to reflect the significance of a historic context, comparison with similar properties should be undertaken during the evaluation of integrity. This situation arises when scholarly work has not been done on a particular property type or when surviving examples of a property type are extremely rare.”<sup>11</sup>

Properties that have undergone few or no alterations and retain all aspects of integrity are more likely to be eligible for listing in state or national historic registers. These properties should also be given high priority in preservation planning efforts. Finally, it should be stressed that historic integrity and condition are not the same. Buildings with evident signs of deterioration can still retain eligibility for historic listing as long as it can be demonstrated that they retain enough character-defining features to convey their significance.

## HISTORIC DISTRICTS

Historic districts are not simply collections of individually significant buildings; instead, districts are groups of buildings which are significant as a whole. Districts must work together to tell the story of their significance and must have distinguishable boundaries. Typically, historic districts become apparent after understanding the historic context and significance of an area.. Boundaries of a historic district are frequently defined by use (i.e. theater district), connection to an event (i.e. World War II defense housing district), or architectural style (i.e. Craftsman Bungalow district). Historic districts will include both contributors and non-contributors, and not all properties need to be of the same historical or architectural quality. The district may include both contextual buildings and stand-outs that help anchor a district.

Eligibility for listing for historic districts, just as for individual resources, is based on two factors: criteria and integrity. In addition to embodying one or more of the necessary local, state, or national criteria, it is also

imperative that the district have sufficient integrity. Integrity of each contributing resource may be a little lower than would be necessary to list a property individually, but as a whole, the contributing resources must retain enough integrity to collectively characterize the district's period of significance. Also, there should be more contributing resources than non-contributing resources within the boundary. A rule of thumb is that at least two-thirds of the properties within historic district boundaries should be contributing resources, otherwise the district does not hold together with sufficient integrity.

## IV. HISTORIC CONTEXT

### A. Pre-History & Early San Diego History (to 1867)

The longest period of human settlement in the San Diego area includes Native American, Spanish, and Mexican habitation, and is the period with the least physical evidence remaining today. Historical information about the Native American period is based primarily on archaeological clues, while maps of land grants and writings of early settlers provide the most valuable information about the Spanish and Mexican periods. The primary historic themes that relate to this early period of development include:

- Native American settlement of the area, including known and potential archaeological sites
- Spanish colonization of California, including the development of mission settlements and the relationship between the Spanish and Native groups
- Mexican independence and the development of rancho society as the basis of California's economy
- Mexican land grants in the San Diego area, namely Pueblo Lands and Ex-Mission Rancho de San Diego
- Survey and sale of downtown San Diego, namely "New Town" (1850 by William Heath Davis and Andrew Gray) and "Horton's Purchase" (1867 by Alonzo Horton)

### NATIVE AMERICAN PERIOD (TO 1769)

As early as 12,000 years ago, Southeastern San Diego was primarily inhabited by the Kumeyaay people (called *Diegueños* by the Spanish missionaries).<sup>13 14</sup> San Diego State University's website on San Diego's Mexican and Chicano History concisely describes the early life and lands of the Kumeyaay:

The Kumeyaay themselves were a large band spread throughout what is present-day San Diego county and into northern Baja California, comprising two divisions with dialects of the same language. To the north, from Escondido to the coast lived the Ipai or northern Diegueño. The Tipai or Diegueño Kumeyaay lived in present-day Mission Valley and down south into northern Baja California.

The Kumeyaay lived in hundreds of small semi-permanent *rancherías* or village camping spots, migrating with the seasons to the mountains during the annual harvest of acorns and grain grasses which were their staple foods. They were very successful in maintaining a dense population in comparison to other regions of North America.<sup>15</sup>

Estimates for the population of the Kumeyaay vary substantially: Scholars speculate anywhere from 3,000 to 19,000 people lived in the region prior to the establishment of the Spanish missions in 1769. These numbers dwindled to a few thousand by the mid-nineteenth century, with many living on reservation lands.

The contributions of the Kumeyaay and other native peoples to the history of San Diego from pre-history to the present is an essential theme, but in keeping with the purpose of the Historic Context Statement, this topic is mentioned here only as it pertains to the built environment in the Southeastern San Diego Community Plan Area. In that regard, no extant built historical resources from this period are expected to be discovered in the project area.

## SPANISH PERIOD (1769-1821)

The following description of San Diego is excerpted from *Historic Resources Survey: Barrio Logan Community Plan Area*, an earlier historic context statement about Barrio Logan, prepared in 2011 by the City of San Diego in conjunction with Brian F. Smith and Associates:

Spanish colonization of San Diego began in 1769, when a Spanish expedition of soldiers and missionaries established a presidio (fort) and the Mission San Diego de Alcalá in the area near present-day Old Town. The first chapel and shelters were built of wooden stakes and brush, with roofs of tule reeds. The mission was moved to its present location six miles up the San Diego River valley (modern Mission Valley) in August 1774. The first chapel at that location was built of willow poles, logs, and tule. After it was burnt down in the Kumeyaay uprising of November 5, 1775, the first adobe chapel was completed in October 1776 and construction on the present church began in 1777.

Life for the new settlers at the San Diego Presidio was isolated and difficult. The arid desert climate and bad feelings between the Native American population and the soldiers made life hard for the Spanish settlers. The settlers raised cattle and sheep, gathered fish and seafood and did some subsistence farming in the San Diego River Valley to generate enough food to sustain the fledgling community of a few hundred Spaniards and hundreds of Native American neophytes.

The focus of the Spanish foothold in San Diego throughout the period of Spanish occupation was the presidio and the mission north of the plan area along the San Diego River in current day Mission Valley. The bayside to the south, where downtown San Diego and Barrio Logan are located, was characterized by shallow mud flats that were of little importance to the European colonizers.<sup>16</sup>

## MEXICAN PERIOD (1821-1848)

After Mexico gained independence from Spain in 1821, California saw the decline of the mission and presidio systems. In the 1830s, the Mexican government began to redistribute church lands under the rancho system. The Mexican government granted 29 ranchos in San Diego County to loyal soldiers, politicians, and powerful landowning families. Cattle ranching was the primary industry on these ranchos. One of the largest ranchos granted in San Diego was the Ex-Mission Rancho de San Diego de Alcalá, with 58,875 acres granted to Santiago Arguello in 1845.<sup>17</sup>

This redistribution of land also resulted in the creation of a civilian pueblo in San Diego. In 1834, a group of San Diego residents living near present-day Old Town successfully petitioned the governor to formally declare their settlement as a pueblo. San Diego was granted official pueblo status, which came with the right to self-government and exemption from military rule.<sup>18</sup> In addition to the creation of a new town government, “A major consequence of San Diego’s being given pueblo status was the eventual acquisition of vast communal lands. In May 1846 Governor Pío Pico confirmed San Diego’s ownership of 48,000 acres including water rights. It was the largest such concession ever given to a Mexican town in California. The grant, a heritage of the Mexican government, was a rich resource that subsidized much of San Diego’s municipal development well into the twentieth century”<sup>19</sup> (Figure 3).

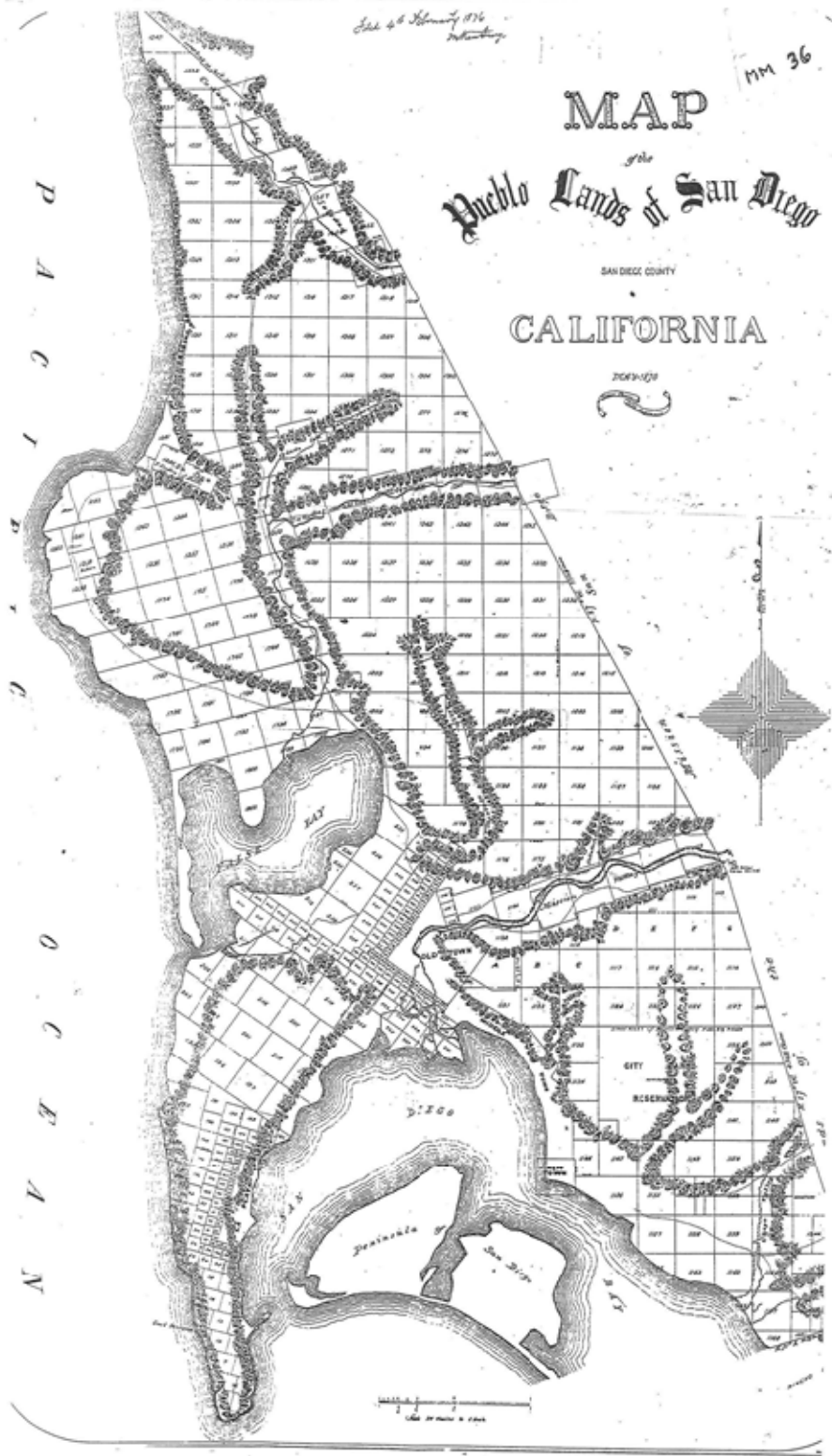


Figure 3. Map of Pueblo Lands, 1870.  
(San Diego County Assessor's Office)

The Pueblo Lands of San Diego were divided into 1,350 parcels, ranging in size from ten acre parcels near Old Town to 160 acre parcels further from town. A large “City Reservation” was set aside for parkland as part of the Pueblo Lands, and still serves the city in that capacity today as Balboa Park.<sup>20</sup>

About half of the Southeastern San Diego Community Plan Area is located on former Pueblo lands, while the remainder is located on Ex-Mission lands. The dividing line between the two grants runs at a diagonal, following Boundary Street and the eastern edge of Mt. Hope Cemetery.

## EARLY AMERICAN PERIOD (1848-1867)

At the end of the Mexican-American war, California was ceded by Mexico to the United States under the Treaty of Guadalupe Hidalgo in 1848. While San Francisco and the gold fields of the Sierra Nevada boomed with population growth after the discovery of gold in 1848, San Diego was slower to develop. But entrepreneurs and land speculators did still settle in San Diego and acquired tracts of former Pueblo lands. As described in *The Journal of San Diego History* (Spring 1991):

William Heath Davis, a merchant and coastal trader, joined Andrew Gray (surveyor for the U. S. Boundary Commission) and several other investors in purchasing 160 acres several miles south of Old Town. They laid out a subdivision and named it New San Diego. Davis, the wealthiest of the partners, paid for construction of a wharf and several buildings, and attempted to stimulate settlement in this new location on the waterfront, near the foot of present-day Market Street. But Old Town clung tenaciously to its position as the commercial and governmental center of San Diego. Within a few years, New San Diego became known as “Davis’ Folly.” Other pueblo lands were also granted during the 1850s to hopeful subdividers in Middletown, La Playa, and Roseville. None of the new subdivisions generated any significant development at the time. San Diego slumbered until after the Civil War when activity began to pick up again.

In 1867, with the arrival of Alonzo Horton, the real growth of the city began. Horton, a shrewd but visionary businessman from San Francisco, with enough cash and faith in his dream to carry him through hard times, called San Diego “. . . a Heaven on Earth . . . it seemed to me the best spot for building a city I ever saw.” On May 10, 1867, Horton purchased several hundred acres, most of what is now downtown, adjoining Davis’ New San Diego.

Horton had a subdivision map drawn up, went back to San Francisco, opened a real estate office, and began to sell land. This activity fired up enthusiasm about San Diego real estate in general, and by 1868 “. . . some 2,500 additional acres of pueblo lands were disposed of at auction [and] two long wharves were under construction.”<sup>21</sup>

## ASSOCIATED PROPERTY TYPES & REGISTRATION REQUIREMENTS

No known built resources exist from San Diego’s earliest period within the Southeastern San Diego Community Plan Area. However, sub-surface archaeological artifacts discovered from this period are likely to yield information about the life and culture of the early Native American, Spanish, Mexican, and early American peoples, and are thus assumed to be significant under Criterion D (Information Potential). These remains are most likely to be found along Chollas Canyon and other waterways, and many archaeological sites in the plan area have already been documented.



## **B. Building Southeastern San Diego (1868 – 1916)**

The “Building Southeastern San Diego” period from 1868 to 1916 witnessed the first real growth of the plan area, from its initial subdivision by land speculators to its annexation into the City of San Diego. The dominant historical themes of this period are:

- Early subdivisions and land speculation in San Diego
- Arrival of the railroad and streetcar system
- Booming residential development, both for San Diego’s elite and working class residents
- Provision of municipal and social services, such as churches, schools, and cemeteries
- Development and sale of suburban farms in Encanto
- Growth of the San Diego city limits

Extant properties capable of representing these themes include residences, commercial properties, religious properties and cultural landscapes. Early high-style residences such as Villa Montezuma (1887; listed in the National Register) may be significant for their architectural style, or for their association with prominent early San Diego residents and businesses. Groups of smaller bungalows from this period may be significant because they illustrate the arrival of the railroad and the booming turn-of-the-century development, especially in the plan area’s oldest neighborhoods such as Sherman’s Addition or Logan Heights. In Encanto, houses from this period exemplify unique “suburban farm” development patterns. Mt. Hope Cemetery and Greenwood Memorial Park are significant as cultural landscapes.

### **ACQUIRING THE LAND: EARLY SUBDIVISIONS**

In the nineteenth century, Southeastern San Diego was a patchwork of subdivisions and additions. It was common practice for entrepreneurs and land speculators to buy one or more blocks of Pueblo Lands and subdivide them into smaller parcels for resale. Block and parcel size varied by subdivision, and some of the street grids did not align.<sup>22</sup>

One of the most important early subdivisions in San Diego was Sherman’s Addition, named for owner Captain Matthew Sherman, one-time Customs Collector and later Mayor of San Diego. Captain Sherman and his wife Augusta purchased Pueblo Lot 1155, which encompassed 160 acres bounded by 15<sup>th</sup> and 24<sup>th</sup> streets, between H Street (Market Street) and N Street (Commercial Street). Realizing that the demand for land in San Diego was increasing rapidly, Sherman began to subdivide his property into 50’ x 100’ lots in 1869. One of the oldest residences in the neighborhood is Sherman’s own home, a small cottage at 418-22 19<sup>th</sup> Street, near the northwest corner of 19<sup>th</sup> and J streets (the house was built in New Town in 1868 and moved to 19<sup>th</sup> Street in 1905). Sherman also built a larger house in 1886, which still stands at 563 22<sup>nd</sup> Street.<sup>23</sup>

Beginning in the late 1860s, San Diego city leaders tried to attract a railroad line in order to spur development. A large area of land—four Pueblo Lots—in present-day Barrio Logan and Logan Heights was set aside by the city for use as a railroad terminal, but it was never used as such. This acreage was first offered to the San Diego and Gila Railroad, but the company failed and the land was returned to the city. In 1872, the Texas and Pacific Railroad gained title to the land, but again, the company failed. Finally, in 1886, the San Diego Land and Town Company, a subsidiary of the California Southern Railroad, purchased the vacant railroad land and subdivided it for settlement.<sup>24</sup>

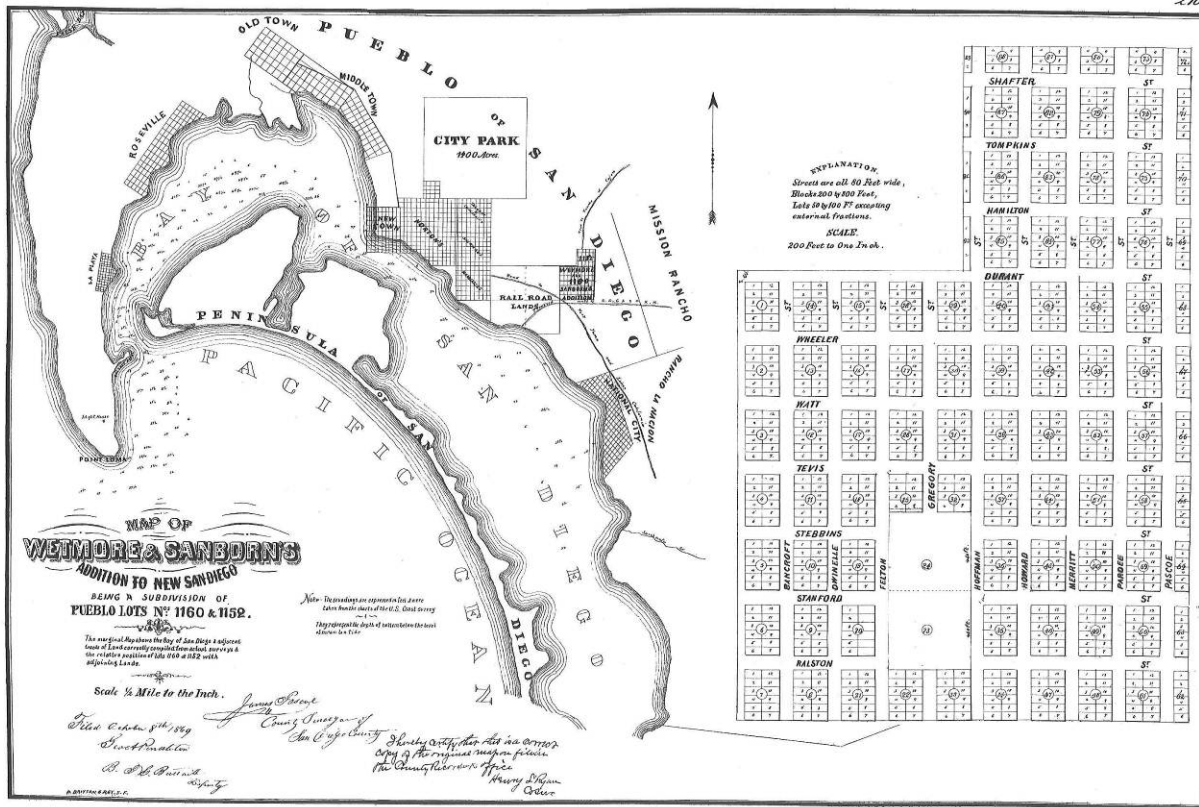


Figure 4. Wetmore & Sanborn's Addition to New San Diego (1869) showing railroad lands.  
 (San Diego County Assessor's Office)

Prior to establishment of the railroad in 1885 (described in detail in the next section), real estate speculators tried to capitalize on its potential arrival: for example, Wetmore & Sanborn's Addition (1869) and Hoitt's Addition (1870) subdivided several large Pueblo Lots just east of the railroad lands, anticipating a building boom (Figure 4). Similarly, in 1870, Joseph Manasse and Marcus Schiller filed a subdivision of Pueblo Lot 1157 (now Logan Heights). Manasse and Schiller aligned the streets diagonally to take advantage of the views to the bay.<sup>25</sup> The San Diego Land and Town Company's 1886 subdivision laid its streets diagonally to match the Manasse and Schiller subdivision, but D.C. Reed and O.S. Hubbell's Addition (also 1886) created a grid aligned instead to the cardinal directions, creating the unusual street connections visible today in Logan Heights. By the late 1880s, nearly all of Logan Heights had been subdivided: H.P. Whitney's Addition (1886, Pueblo Lot 1162), San Diego Land and Town Company's South Chollas Addition (1887, Pueblo Lots 1162 and 1164), and James H. Guion's Addition (1887, Pueblo Lot 1342).<sup>26</sup>

Another prominent early subdivision was U.S. Grant's Hill Subdivision (1906). Originally named Mt. Gilead, the area was first platted in 1887 by Mrs. W.E. Daugherty. In 1906, the land was purchased by Ulysses S. Grant, Jr. who named the hill after his father, President and General Ulysses S. Grant. In order to take advantage of the views to the bay, J Street was graded around the summit. The summit itself was set aside as a "retreat" and formally became a city park in 1940.<sup>27</sup>

Outside the city limits, a few early subdivisions were registered on the Ex-Mission Rancho Lands (Figures 5 and 6). These subdivisions were decidedly more rural in character than the lands near Downtown. Caruthers' Addition, by Matthew and Isabella Caruthers (1880), featured five- and ten-acre lots near the intersection of Ocean View Boulevard and South 41<sup>st</sup> Street. The Alta Vista Suburb, by Aetna Securities Company (1906),

was a more traditional subdivision with small 25' x 125' lots abutting Caruthers' Addition to the northeast. Las Alturas Villa Sites, by Long & Hickok (1888), featured winding streets and over a hundred irregular two-to five-acre lots in the South Chollas Valley. However, these have been re-subdivided in more recent years, often obscuring their original layout.<sup>28</sup>

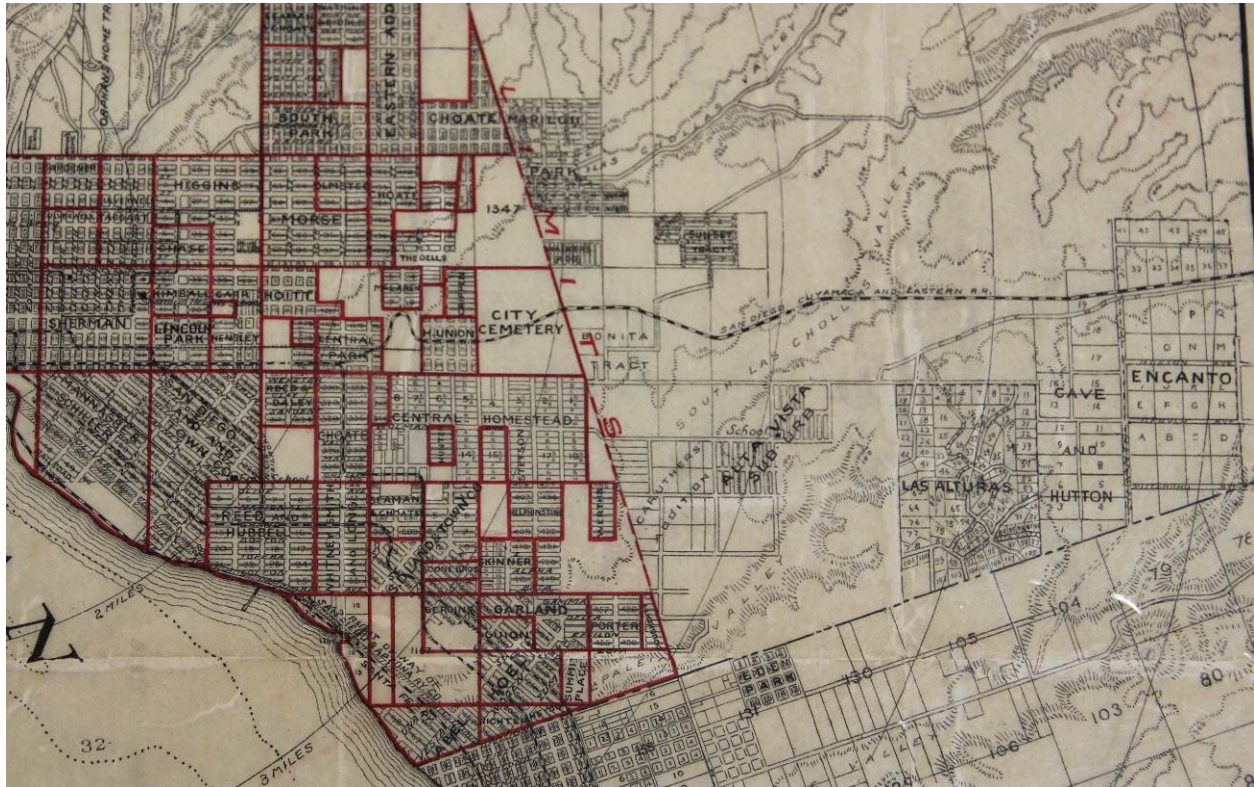


Figure 5. Map of San Diego by T.D. Beasley (circa 1910), showing subdivisions and city limits prior to annexation of Encanto.  
(San Diego Public Library, California Room)

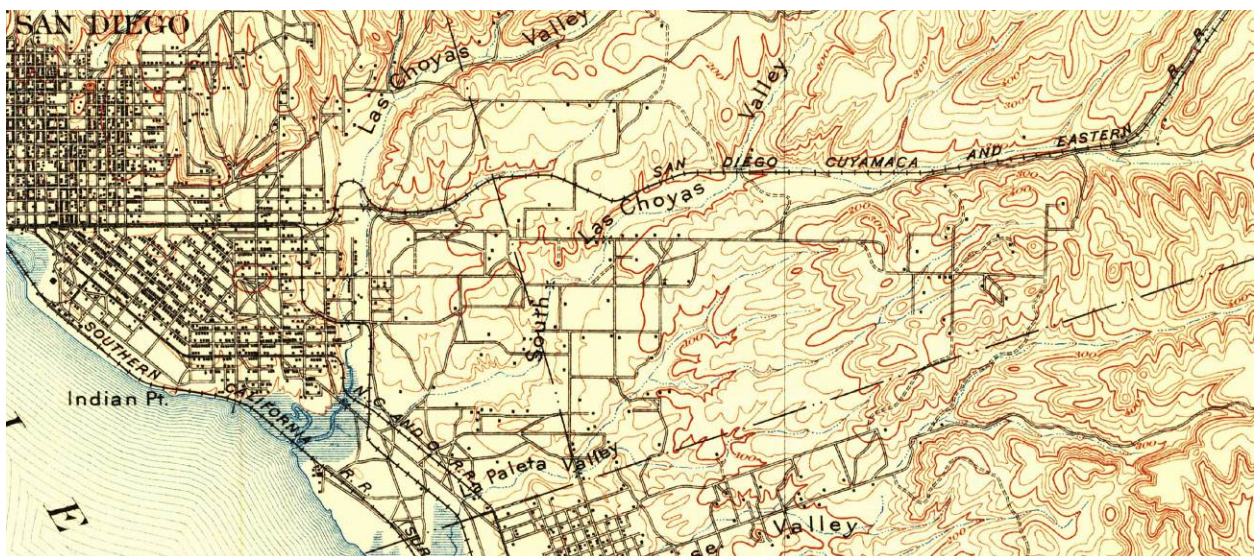


Figure 6. USGS "San Diego" 7.5-Minute Quadrangle Map (1904), showing extent of actual development. A dashed line indicates the Pueblo Lands boundary.

### Renaming the Streets

Many streets in the plan area were renamed shortly after the original subdivisions were platted, especially in Logan Heights, Sherman Heights, and the western portion of the plan area. In 1905, the Logan Heights Improvement Association renamed the major streets in this subdivision for Civil War generals: Logan, Kearny, Julian, Irving, Harrison and Grant.<sup>29</sup> A *Journal of San Diego History* article clearly summarizes this trend:

Most street names in the study area have been altered at least once, and one street has had five different names. Like the rest of the city platted before about 1920, the names originally given to present-day Logan Heights streets were quite well ordered, as opposed to today's relative confusion. For example, the various northeast-southwest trending streets, extending from Sigsbee to Schley Streets, were originally called South 21st Street through South Twenty-eighth Street. Similarly, the cardinal-oriented streets on the east side of the study area which currently extended from Imperial Avenue to Main Street were originally platted as M through Z Streets. Ocean View Boulevard, in addition to R Street, has also been called Grant Street, Woolman Street, and Hodman Street.<sup>30</sup>

A study of Sanborn Fire Insurance Maps and other archival sources show the following name changes:

Original Name	Current Name	Date Changed	Neighborhood
Grand Avenue	Newton Avenue	1888-1906	Logan Heights
Interocean Avenue	Irving Avenue	1888-1906	Logan Heights
Milton Avenue	National Avenue	1888-1906	Logan Heights
Union Avenue	Marcey Avenue	1888-1906	Logan Heights
S. 21 <sup>st</sup> Street	Sigsbee Street	1905	Logan Heights
S. 22 <sup>nd</sup> Street	Beardsley Street	1905	Logan Heights
S. 23 <sup>rd</sup> Street	Crosby Street	1905	Logan Heights
Crosby Street	Cesar E. Chavez Parkway	1985-2000	
S. 24 <sup>th</sup> Street	Dewey Street	1905	Logan Heights
S. 25 <sup>th</sup> Street	Evans Street	1905	Logan Heights
S. 26 <sup>th</sup> Street	Sampson Street	1905	Logan Heights
S. 27 <sup>th</sup> Street	Sicard Street	1905	Logan Heights
H Street	Market Street	1906-1921	Sherman Heights
I Street	Island Avenue	1921-1940	Sherman Heights
N Street	Commercial Street	1921-1940	Sherman Heights
R Street	Grant Street	1905	Logan Heights
Grant Street	Ocean View Boulevard	1906-1940	
R Street	Woolman Street	1906	Memorial Park
Woolman Street	Ocean View Boulevard	1906-1940	
S Street	Valle Avenue	1906	Memorial Park
T Street	Morton Avenue	1906	Memorial Park
U Street	Greeley Avenue	1906	Memorial Park

Throughout this Historic Context Statement, streets are listed with the name used during that period of development, with the current street name indicated in parentheses.

## RESIDENTIAL DEVELOPMENT

In the 1880s, San Diego's population tripled as a result of the arrival of the railroad. The city underwent a building boom, but actual settlement of the new subdivisions in Southeastern San Diego did not match the rate of land sales. In Logan Heights, only twelve houses and a school were reported to be under construction in the 1880s.<sup>31</sup> After the boom, residential growth was slower but steady into the early twentieth century because of the neighborhood's proximity to downtown, the rail lines, and the bay. By 1906, Sanborn Fire Insurance maps—which only covered the area west of 28<sup>th</sup> Avenue—showed Sherman's Addition fairly well-developed with ten to twelve dwellings on each block, while Logan Heights only had two to six houses on each block. The eastern areas were not included in the 1906 Sanborn Maps due to lack of development, but the 1904 USGS Quadrangle map does show occasional buildings scattered east into the South Chollas Valley.

### Railroads & Streetcars

The arrival of the railroad had a huge impact on the residential growth of Southeastern San Diego in this early period of development. In 1885, the California Southern Railroad, a subsidiary of the Atchison, Topeka and Santa Fe line, established a line between San Diego and National City. The Santa Fe Railroad also constructed a spur from San Diego to San Bernardino, providing the city's first transcontinental connection. The California Southern Railroad tracks ran along the waterfront through what is now Barrio Logan, with a depot at the foot of S. 22<sup>nd</sup> Street (present-day Beardsley Street). The San Diego, Cuyamaca and Eastern Railway was formed in 1886 with the intention of building a connection over Warner's Pass. The Cuyamaca line was completed in 1889, beginning at 9<sup>th</sup> and N (now Commercial) streets, traveling along N Street, and winding through Mt. Hope Cemetery and Encanto. The present-day San Diego Trolley runs along this historic route, which is shown clearly on the 1904 USGS Quadrangle Map.<sup>32</sup> Beginning in 1887, the National City and Otay Railway provided local steam service through the area; NC&O trains ran up 28<sup>th</sup> Street, later rerouted to a Newton Avenue alignment. In 1891, a horse- and mule-drawn rail line was built along Milton Avenue (National Avenue) and Logan Avenue. It was replaced the following year by the San Diego Electric Railway, whose distinctive double-decker electric trolleys could often be spotted in the neighborhood (**Figure 7**).<sup>33</sup> Neighborhoods within a few blocks of the rail and streetcar lines flourished as transportation improvements resulted in a corresponding construction boost, especially in Logan Heights.



Figure 7. San Diego Electric Railway Trolley (n.d.)  
(San Diego History Center Photo Archive, #10980-1)

### Housing the Working Class

Southeastern San Diego, especially west of 30<sup>th</sup> Street, was predominantly home to middle- and working-class families. Land was affordable, and the area developed into a small-scale residential area dominated by modest wood-frame cottages and bungalows. In the late nineteenth century, these single-family residences were rendered in Folk Victorian, Queen Anne, and Folk National architectural styles; by the 1910s, residences featured simplified Craftsman and Early Prairie styles. Most had an outbuilding or stable at the rear of the property (**Figure 8**).<sup>34</sup>

Most single-family cottages were simply built by individual owners or builders, but a few clusters of speculative housing units were constructed in the western portion of the Southeastern San Diego Community Plan Area (in Sherman Heights, Logan Heights, and Grant Hill). For example, the 1906 Sanborn Fire Insurance maps show clusters of identical dwellings at 28<sup>th</sup> and National streets and S. 21<sup>st</sup> and Kearney streets (no longer extant due to I-5 construction), and another cluster of four small dwellings at the corner of 19<sup>th</sup> and I Street (Island Avenue) (still extant). Many groups of four to ten identical dwellings are evident on the 1920 Sanborn Fire Insurance maps, especially between 28<sup>th</sup> and 32<sup>nd</sup> streets, which was outside the area covered by the 1906 maps.<sup>35</sup> Perhaps the most impressive example of speculative housing in the plan area is the group of fifteen Craftsman bungalows on the north side of K Street between 26<sup>th</sup> and 27<sup>th</sup> streets. The block was purchased in 1912 by prominent businessman and realtor Michael F. Hall to build housing, as he had done in Mission Hills, Bird Rock, and many other San Diego subdivisions.<sup>36</sup>



**Figure 8. Sherman Heights, 22<sup>nd</sup> and Imperial Avenue (1905)  
(San Diego History Center Photo Archive, #166)**

In addition to single family residences, more intensive multiple family residences began to be developed in the plan area after the turn of the twentieth century. This new pattern included both small-scale purpose-built flats and multiple detached dwellings situated on a single lot. However, this more intensive housing development pattern did not dominate the plan area until the 1920s when bungalow courts and large apartments became common.

Working-class cottages and bungalows from this period remain today in the western section of the plan area, primarily concentrated in Logan Heights and other neighborhoods west of the Escondido Highway (CA-15).

These properties are likely to be significant for their architecture as part of small historic districts, rather than individually. Because the plan area developed over a long period of time and has changed so much since these early years, it is unlikely for entire subdivisions to qualify as a district, but groups of five or more similar houses may be able to represent the plan area's early development patterns.

### San Diego's Elite

Some of the earliest houses in the Southeastern San Diego Community Plan Area were large estates, especially in Sherman Heights and Grant Hill. Sherman Heights developed as a fashionable neighborhood for wealthier San Diegans because its hilltop location and proximity to downtown San Diego were desirable. The Sherman House (1886) and Villa Montezuma (1887) are among the most impressive residences in the neighborhood.

While working-class cottages were designed by contractors or the owners themselves, estates for wealthy citizens were often designed by architects. Prominent architects known to have worked in San Diego during this period include Irving Gill, William Sterling Hebbard, Comstock & Trotsche, and the Reid Brothers, as well as the early work of William Templeton Johnson, Richard S. Requa, and Frank Mead.<sup>37</sup>

Large residences from the Victorian era and early twentieth century remain scattered today throughout the plan area. These properties are likely to be individually significant for their architectural style (especially if they were architect-designed), or for their association with prominent early San Diego residents and businesses.

### ENCANTO: SUBURBAN FARMS

In contrast with the suburban development of the western portion of the plan area, the South Chollas Valley (formerly part of Ex-Mission Rancho de San Diego de Alcalá) was decidedly rural in the late nineteenth and early twentieth centuries. Encanto's development as a rural suburb of San Diego during this time is unique in the plan area: Encanto was a self-sufficient town, connected to the city by rail lines but isolated from the wild land speculation that had taken over the rest of the plan area.

Encanto was part of Ex-Mission Lot Number 13, a 3,350.5 acre tract owned by Abraham Klauber. Klauber was a successful businessman with a general merchandise store called "Steiner and Klauber" at 7<sup>th</sup> and I Street (Island Avenue) in downtown San Diego. In Southeastern San Diego, he built a residence called "Coyoteville" at 3000 E. Street at 30<sup>th</sup> Street in 1888 (still extant, also known as the Faulk-Klauber House and listed as San Diego HRB #122). He also had a country estate called "Klauber Park" (no specific address known and likely no buildings extant), which was in present-day Encanto. After the booming real estate market crashed in the late 1880s, Klauber platted and subdivided the land around his country house into ten-acre lots. His daughter Ella is credited with naming the subdivision *Encanto*, Spanish for "enchantment" or "charm." The first subdivision map for Encanto was recorded in 1891, with another survey in 1892 and a third survey in 1893.<sup>38</sup>

In 1907, the Richland Realty Company purchased 1,100 acres in Encanto and re-platted it into one-half, five- and ten-acre lots. They originally planned to name their new subdivision Richland, but ultimately called it Encanto Heights. The Richland Realty Company was owned by a group of people from Montana and named the streets in Encanto Heights after their investors in Montana. The new subdivision was the first suburban stop outside of San Diego on the San Diego, Cuyamaca and Eastern Railway line.<sup>39</sup>

**REMEMBER**

You are dealing directly with the Owners.  
**THEY HAVE MADE GOOD**

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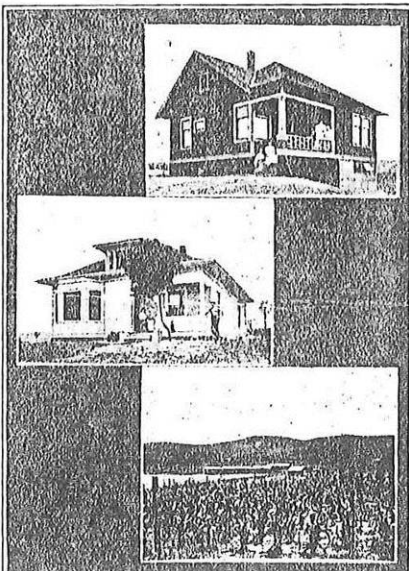
**Liberal Discount for Cash and Advance Payments.**  
WATER PIPED TO EACH LOT

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Why not get a home like one of these in Sunny Southern California?

An acre of Ground on which Anything can be raised.

A Big Home Market right in San Diego anxious to be supplied.



**ENCANTO**

Is the most Beautiful and Sightly Suburb of San Diego.

Make Up Your Mind  
**NOW**  
that you are going to  
**BUY**

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Some Encanto Homes

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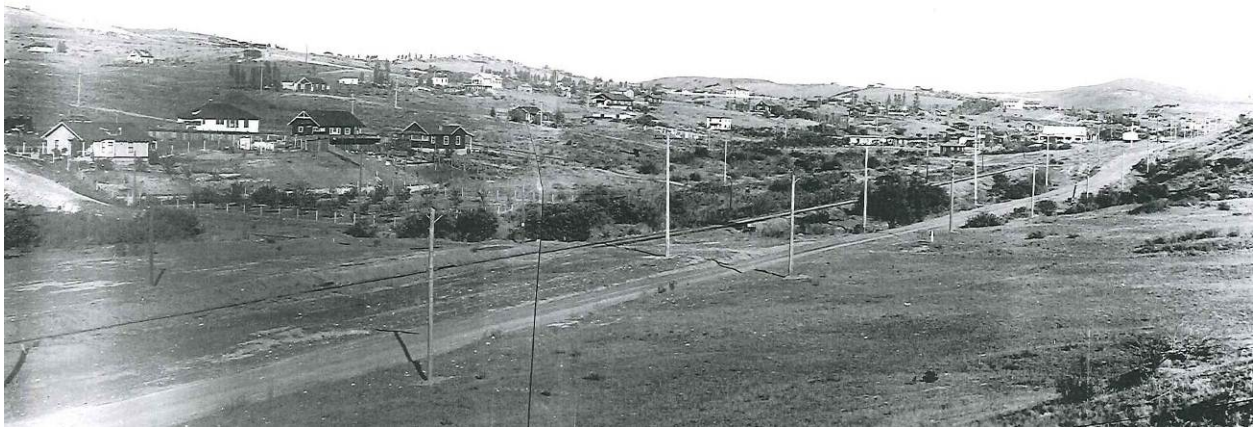
**Every Lot is a Small Farm**

Encanto is the only Suburb where you can buy a whole Acre for less than the price of a good 25-foot lot within the **same distance** in any direction from the centre of the city.

Figure 9. Encanto Heights Advertisement, circa 1910.  
(San Diego History Center Photo Archive, #86:15853-3)



Encanto Heights was advertised for “suburban homes and small farms,” ideal for fruit trees, chicken ranches, and gardening (**Figures 9 & 10**). The Richland Realty Company highlighted Encanto Heights’ proximity to the city center, good roads and railway connections, rich soil and abundant water, and attractive building sites. By 1910, the successful Richland Realty Company had filed five additions to Encanto Heights: Rosemont, Sunny Slope, Highdale, Del Norte, and Empire Additions. Prices for one-half-acre tracts ranged from \$50 to \$500 and terms were “very, very easy,” with liberal discounts on cash and advance payments. The Richland Realty Company—brokered by the San Diego Land Improvement Company—also had a building department in connection with Encanto Heights to build homes for new buyers.<sup>40</sup>



**Figure 10. Encanto, circa 1915.**  
(San Diego History Center Photo Archive, #4636)

By 1911, City Directories list 120 residents in Encanto, most of whom were ranchers, farmers, gardeners, or poultry raisers. Carpenters, contractors, and real estate agents presumably involved in building the town were also listed. By 1913, the number had expanded to 285.<sup>41</sup>

## COMMERCIAL CORRIDORS

Because of the close proximity and ease of connection to San Diego’s downtown commercial core, the Southeastern San Diego Community Plan Area remained primarily residential with only scattered neighborhood commercial development. Commercial uses were primarily located along the main transportation corridors linking the neighborhoods together: Imperial Avenue, National Avenue, Logan Avenue, and Market Street. Shops and light industrial uses such as livery stables, breweries, and harness-makers were the primary types of commercial uses in the plan area during this period.

By 1910, Encanto was also developing a commercial center on Imperial Avenue between 63<sup>rd</sup> and 65<sup>th</sup> streets. The town’s first post office was constructed in 1910, and several feed stores, a general store, a bakery, a barber, and a pool hall were all listed in the 1911 City Directories.<sup>42</sup> A portion of this business district remains today on Imperial Avenue, although all the extant buildings from this early period have been considerably altered.

## DEVELOPMENT OF SOCIAL & COMMUNITY SERVICES

### Cemeteries

In 1869, Alonzo Horton formed a committee to establish a public cemetery for San Diego. The 169-acre City-owned cemetery was sited at the edge of the Pueblo Lands, along the city-county line—necessarily on the outskirts of town for health purposes. Augusta Sherman named the cemetery “Mt. Hope,” and by 1871 it had received its first burials (**Figure 11**). Mt. Hope Cemetery is notable because from its inception, it was the only cemetery in the city without discriminatory regulations based on color or religious faith. Various groups were granted permission to bury their dead in separate plots: the cemetery set aside sections for the Odd Fellows, Masonic Lodge, Knights of Pythias, Grand Army of the Republic (Civil War veterans), Fraternal Order of Eagles, International Order of Foresters, Chinese, and Jews (Congregation Beth Israel). Another area known as “Potter’s Field” was set aside for indigent burials.<sup>43</sup> The City of San Diego still manages and maintains Mt. Hope Cemetery today. The grounds contain a high concentration of monuments to prominent San Diego citizens, but it has undergone some alterations since its founding—most notably the construction of Cypress View Mausoleum and Crematory in 1932.



Figure 11. Hearse leaving Mt. Hope Cemetery, circa 1910.  
(San Diego History Center Photo Archive, #1382-1)

Adjacent to Mt. Hope is the privately-owned Greenwood Memorial Park, founded in 1907 by a group of prominent San Diego businessmen. The 115-acre cemetery officially opened in 1908 with decorative gate (no longer extant) clearly marking the entrance (**Figure 12**). Ornate and unusual monuments abound in Greenwood Memorial Park, including the “Angel of Death” statue adorning the tomb of U.S. Grant, Jr. The grounds of Greenwood Memorial Park have evolved considerably over the years with the construction of various mausoleums, gardens, a crematory, and a mortuary (**Figure 13**).<sup>44</sup> Today, Greenwood Memorial Park is on land owned by the County of San Diego, not the City, and it is therefore technically excluded from the Southeastern San Diego Community Plan Area.

The cemeteries also affected development in the surrounding area: stone cutters and headstone engraving businesses, flower shops, and mortuaries sprang up across Imperial Avenue from the cemeteries beginning in the 1910s.



Figure 12. Decorative gate at Greenwood Memorial Park, 1920.  
(San Diego History Center Photo Archive, #2357-D)

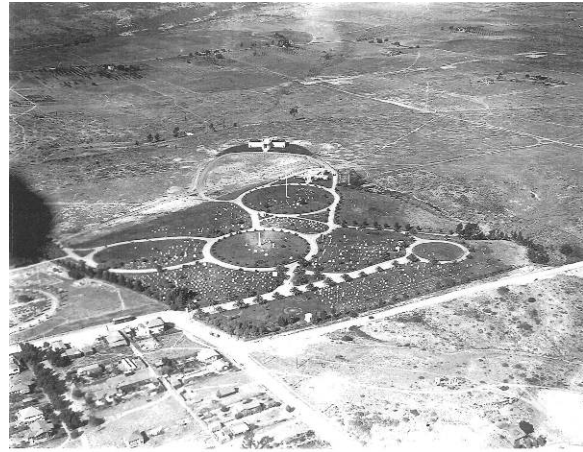


Figure 13. Aerial view of Greenwood Memorial Park, 1918.  
(San Diego History Center Photo Archive, #5-22)

### Schools

As residential development progressed in the Southeastern San Diego Community Plan Area, schools were constructed to serve the growing community. The locations of schools from this period help to explain the larger residential development patterns, as schools typically indicate a certain concentration of nearby single family homes for families. Although the majority of these original schools are no longer extant, most of these parcels are still used today by modern schools, and it is important to understand the origins of these early community centers.

- **Sherman School:** The first school in the plan area was the Sherman School, a small one-story building on the corner of 21<sup>st</sup> and N (Commercial) streets built in 1871 with funds donated by Captain Matthew Sherman. By 1906, the Sherman School had moved into a new two-story wood-frame building at 22<sup>nd</sup> and J streets. This building was demolished in 1928 after the completion of a new school at 22<sup>nd</sup> and I Street (Island Avenue) that served Sherman Heights' students.
- **Las Chollas School:** A small, vernacular style, one-room schoolhouse was built at 39<sup>th</sup> Street and Logan Avenue in 1886 to serve students in the rural South Chollas Valley (**Figure 14**). The school was replaced in 1904 by the North Chollas School at 45<sup>th</sup> and Hilltop streets on the grounds of the Catholic Cemetery, but that building burned to the ground in 1920.
- **Logan Heights School:** This large three-story school—one of the grandest in San Diego—was originally built in 1891 as the East School (also known as “East End School”) on a triangular lot at the corner of 27<sup>th</sup> (Sicard) Street and Julian Avenue (**Figure 15**). It was designed in an eclectic Victorian style with Neoclassical and Romanesque elements. The school was renamed “Logan Heights School” circa 1905. Between 1906 and 1920, a one-story brick section was added to the original building, and eight freestanding classrooms were added to the grounds. The original school was replaced in 1929 by a new Logan School at the same site.
- **Encanto School:** The town of Encanto was platted in 1907, and it built its first school in 1909—a two-room, wood-frame, vernacular style building at 65<sup>th</sup> Street and Brooklyn Avenue (**Figure 16**). A new four-story school was constructed circa 1922 adjacent to the original two-room schoolhouse; the original building was briefly used as a community center before it was demolished.<sup>45</sup>

- **Stockton School:** The Stockton School was a one-story schoolhouse constructed circa 1910 at the northwest corner of Dodson and K streets. In 1920, the original school was known as the “Old Stockton School” because a “New Stockton School” had been constructed at 31<sup>st</sup> and I Street (Island Avenue).<sup>46</sup> The “Old Stockton School” still stands today, but has been significantly altered and converted into the New Shiloh Missionary Baptist Church.
- **Emerson School:** Emerson School was constructed in 1914 in the Spanish Eclectic style at 3575 National Avenue (**Figure 17**). New classrooms were built behind the main building circa 1920, and by 1940 the school had expanded to include several more classrooms and a cafeteria.<sup>47</sup> The original school buildings were replaced after World War II, and the school now operates as Emerson/Bandini Elementary School.



Figure 14. North Chollas School (1904), pictured here circa 1914.  
(*Union Title-Trust Topics* 8:4, November 1954)



Figure 16. Encanto School (1909), pictured here circa 1916.  
(San Diego History Center Photo Archive, #11427)



Figure 15. Logan Heights School (1891), pictured here circa 1929.  
(San Diego History Center Photo Archive, #10900)



Figure 17. Emerson School (1914), pictured here circa 1920.  
(San Diego History Center Photo Archive, #2695)

## Churches

Churches were also constructed to serve the religious needs of the Southeastern San Diego community. As with schools, few of these original churches are still extant today, but it is important to understand the origins of these early community centers:

- **Grand Avenue Baptist Church (First Baptist Church/Logan Heights Baptist Church):** The Grand Avenue Church was organized in 1889 on Grand (Newton) Avenue between 29<sup>th</sup> and 30<sup>th</sup> streets as a mission of the First Baptist Church (**Figure 18**).<sup>48</sup> Between 1910 and 1920, the original church was demolished and replaced with a new Baptist church at the corner of 29<sup>th</sup> Street and Logan Avenue. This church still stands, but has been altered.
- **Second Congregational Church (Logan Heights Church):** The Second Congregational Church was built in 1888 on lands donated to the church by the San Diego Land and Town Company, perhaps as a lure to potential settlers. The church was located on Kearney Avenue at 26<sup>th</sup> Street, but is no longer extant.<sup>49</sup>
- **Central Methodist Episcopal Church:** The Central M.E. Church was constructed in 1887 at the corner of S. 26<sup>th</sup> Street (Sampson Street) and Harrison Avenue, and originally had twelve members. The original church was replaced by a Spanish Eclectic-style church on the same site sometime between 1921 and 1950. The congregation that currently occupies the complex is the New Hope Friendship Baptist Church (2205 Harrison Avenue).<sup>50</sup>
- **Christ Presbyterian Church (United Presbyterian Church/Universal Church):** This church was constructed at the northwest corner of 22<sup>nd</sup> and H Street (Market Street) prior to 1900. The present Spanish Eclectic Revival-style church was constructed between 1906 and 1920 and replaced an earlier wood-frame, Gothic Revival-style building on the property.<sup>51</sup>
- **Mt. Zion Baptist Church:** To satisfy the religious needs of the African-American population in Southeastern San Diego, Mt. Zion Baptist Church was founded in Logan Heights in 1900. It was the city's third black-oriented church, and was located at 3045 Greely Avenue, between 30<sup>th</sup> and 31<sup>st</sup> streets. The original church has been replaced by a new church on the same site called the Mt. Zion Missionary Baptist Church, which was issued a building permit in 1995.<sup>52</sup>
- **Our Lady of Angels:** This Catholic parish in Sherman Heights was founded in 1905 by pioneering missionary Father Antonio Ubach as the second parish associated with the Our Lady of Peace Academy. The Gothic Revival church was erected at 656 24<sup>th</sup> Street at G Street circa 1905, and still stands in near-original condition today (**Figure 19**).<sup>53</sup>

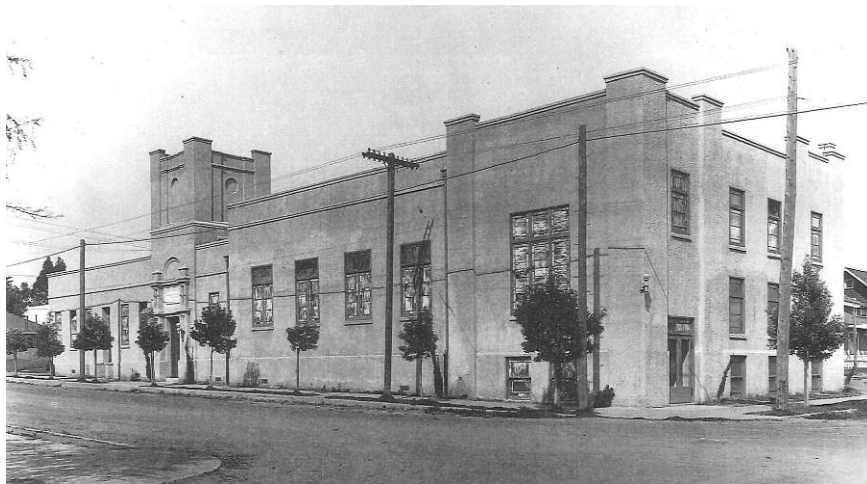


Figure 18. First Baptist Church (circa 1910), pictured here in 1919.  
(San Diego History Center Photo Archive, #2345)

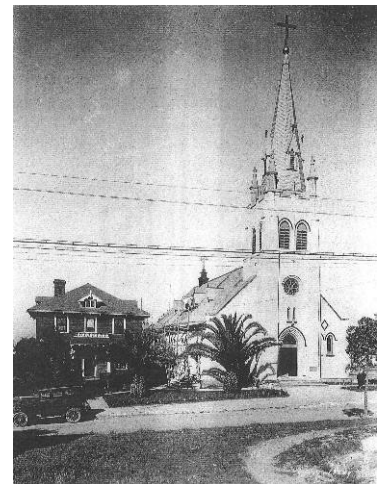


Figure 19. Our Lady of Angels  
(1905),  
pictured here circa 1920.  
(San Diego History Center  
Photo Archive, #6807)

### Other Community Amenities

As with churches and schools, studying the location of early recreation facilities and social gathering places can help explain development patterns:

- **Baseball Stadiums:** Bay View Park was located on Logan Avenue at South 22<sup>nd</sup> (Beardsley Street), and was the home of San Diego’s intercity baseball leagues from 1898 and 1901.<sup>54</sup> It also served as a race track for bicycles, horses, and later motorcycles. Athletic Park was constructed in 1900 to replace Bay View Park (**Figure 20**). Athletic Park at S. 26<sup>th</sup> (Sampson Street) and Main in present-day Barrio Logan was active until at least 1912.<sup>55</sup>
- **Post Offices:** The Encanto Post Office was constructed in 1910 on Imperial Avenue to serve Encanto before it was incorporated into San Diego proper; it was replaced in 1934 by a new post office (both since closed).<sup>56</sup> Post Office Station No. 3 at Evans and Logan Avenue (present-day Barrio Logan) was opened between 1904 and 1907 to serve the growing population in the Southeastern San Diego Community Plan area.<sup>57</sup>
- **Fire Stations:** The two-story Fire Station No. 4 appears on Kearney Avenue at South 27<sup>th</sup> Street (Sicard Street) in 1905 and housed a “hose and wagon.” By 1921, the facility had been upgraded to support automobiles—including a “combined hose and chemical truck”—housed 1 captain and 5 men, and was renumbered as Fire Station No. 12. The station had been converted into a gymnasium by 1950.<sup>58</sup> Analysis of current maps suggests that the building may still be extant today, but if so, it has been altered such that it unrecognizable as a fire station.
- **Armory Dance Hall:** According to 1906 Sanborn Fire Insurance Maps, the Armory Dance Hall was located on National Ave between 29<sup>th</sup> and 30<sup>th</sup> streets. An article in the *Journal of San Diego History* describes the Armory Hall: “Events held here, remembered by most of the early residents, included a wide variety of dances—square dances, minuets, schottisches, and the trilby two-step—as well as charades, candy and taffy pulls, piano concerts, and other small-town amusements.”<sup>59</sup> The building was shown on the 1920 Sanborn Fire Insurance Map as “Mission Hall” at 2933 National Avenue. Analysis of the 1950 Sanborn Fire Insurance Map confirms that the building was demolished and replaced by a church sometime between 1920 and 1950.



Figure 20. Field Day at Athletic Park (May 14, 1910).  
(San Diego History Center Online, <http://www.sandiegohistory.org/collections/sports/stadium.htm>)

## ANNEXATION

The Pueblo Lands formed the boundary of the City of San Diego (at about 40<sup>th</sup> Street) until the early twentieth century, when the city began annexing communities that had developed in the adjacent Ex-Mission San Diego lands. Encanto was annexed into the city on April 1, 1916 because Encanto residents desired San Diego's municipal water services (**Figure 21**). When Encanto was first settled, residents drilled wells on their properties. By 1914, the Southern California Mountain water company was engaged to supply water, and the Encanto Mutual Water Company distributed water to the new subdivisions. When the cost of water rose dramatically from ten to twenty-five cents per gallon in 1916, citizens voted for annexation.<sup>60</sup> This trend of annexation in exchange for municipal services (such as transportation, water, power, and sanitation) continued as East San Diego, Ocean View Heights, and other nearby areas, which were annexed into the city in the early 1920s.<sup>61</sup>

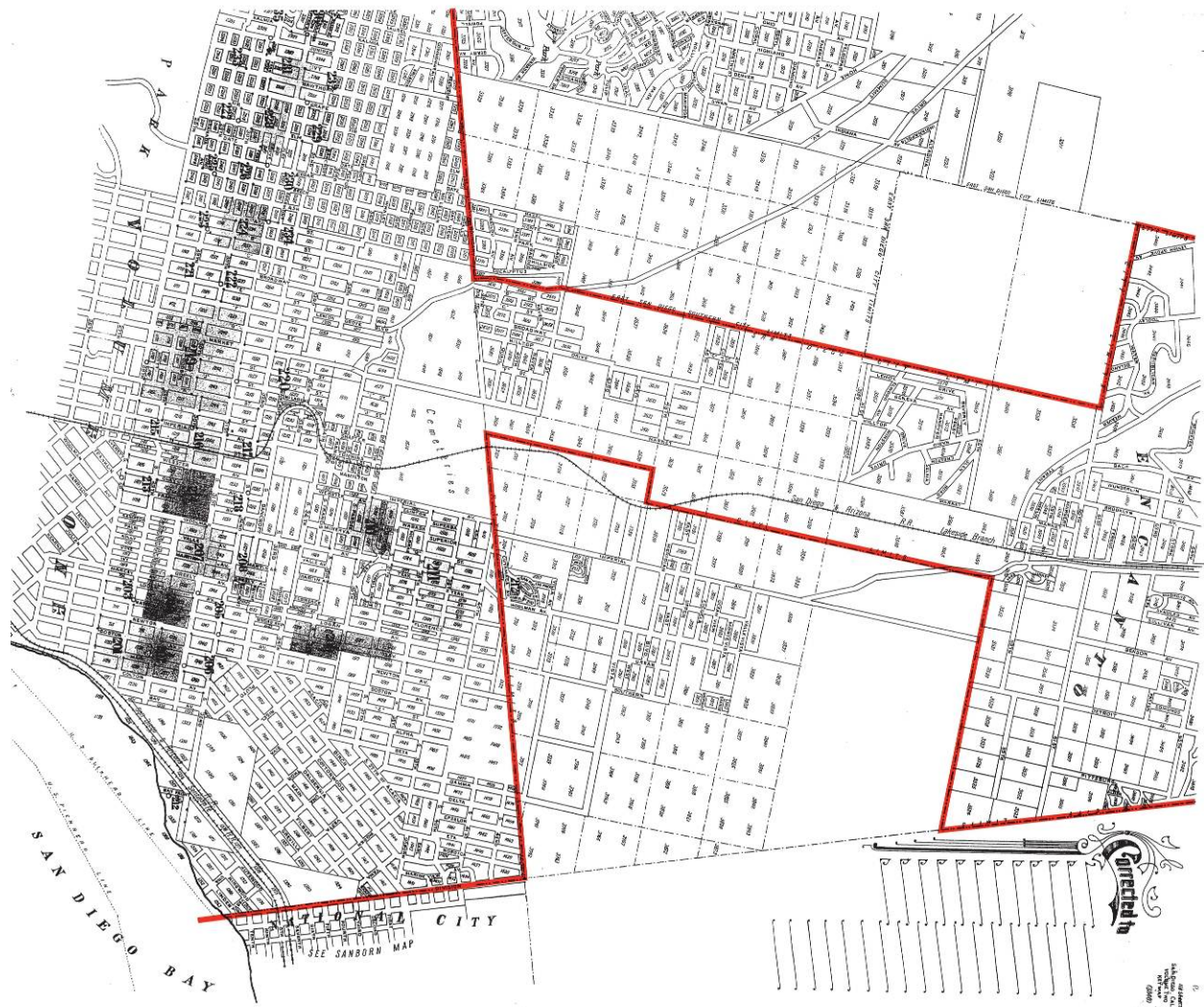


Figure 21. Sanborn Fire Insurance Map (1920), edited to highlight new city limits after annexation of Encanto.



## ASSOCIATED PROPERTY TYPES & REGISTRATION REQUIREMENTS (1868 – 1916)


This section discusses the property types associated with the significant themes of the “Building Southeastern San Diego” development period, and can be used as a guide for evaluating the significance of potentially eligible properties within the Southeastern San Diego Community Plan. Please refer to **Chapter III. Guidelines for Evaluation** (pages 10-19) for additional information about how to evaluate historic properties. This includes the definition of the significance criteria and the detailed discussion of the various aspects of integrity.

### Residential: Cottages & Bungalows

Typical Example(s)	Character-Defining Features
 <p>1824 Julian Avenue      2804 Webster Ave.</p> <p>2632 and 2638 L Street</p>	<ul style="list-style-type: none"> <li>▪ Location in an early subdivision, typically west of Escondido Freeway (CA-15)</li> <li>▪ Architectural style and form from this period, including Queen Anne, Folk Victorian, Folk National, Craftsman, and Prairie</li> <li>▪ Set back from lot line</li> <li>▪ One story (or one story with raised basement)</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood cladding (shingles or horizontal siding)</li> <li>▪ Wood sash windows (double-hung or casement)</li> <li>▪ Wood door (glazed or paneled)</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Cottages and bungalows from this period may be significant for their association with the theme of early land speculation and booming residential development in the plan area. Cottages in the western half of the city—especially Logan Heights and Sherman Heights—are most likely to reflect this theme. Groups of identical houses (four or more) built on speculation are especially good at conveying this development pattern, as are districts with a high concentration of houses from this period. In Southeastern San Diego, it is unlikely for entire subdivisions to qualify as a district, but groups of at least five similar houses may be able to represent the neighborhood’s early development patterns.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Cottages and bungalows from this period are not likely to be significant for their association with persons important to San Diego history. These buildings were typically homes of working-class residents, not prominent merchants or government officials.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Cottages and bungalows from this period may be significant for their architecture as an example of a typical San Diego workers’ cottage, or as a Craftsman bungalow. They are not likely to represent the work of master architects or prominent builders, as most were not architect-designed. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	

<b>Minimum Integrity Threshold</b>
<p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p> <ul style="list-style-type: none"><li>▪ Clear example of residential architecture from this period</li><li>▪ Retains original form and roofline</li><li>▪ Retains most of its original ornamentation, if applicable (The retention of entry, window and/or roofline ornamentation should be considered most important)</li><li>▪ Retains original cladding (no stucco)</li><li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li><li>▪ In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity</li></ul>
<b>Additional Integrity Considerations</b>
<p><i>Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.</i></p> <ul style="list-style-type: none"><li>▪ <b>Security:</b> It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates.</li><li>▪ <b>Stairs &amp; Porches:</b> It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence’s eligibility for listing.</li><li>▪ <b>Additions:</b> Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building’s form and scale are not acceptable.</li><li>▪ <b>Landscaping:</b> The presence of original site or landscape features is not essential, but could enhance a property’s significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.</li><li>▪ <b>Adaptive Reuse:</b> Residences that have been converted to commercial use are still eligible for listing under all criteria as long as they retain their overall form and architectural character. While such buildings no longer retain their original use, they can still be fine examples of late nineteenth and early twentieth century architectural styles and residential development patterns. Many of these cottage-to-commercial conversions exist today on Imperial Avenue.</li></ul>

Residential: Large Estates

Typical Example(s)	Character-Defining Features
 <p>1851 Irving Avenue      Villa Montezuma, 1925 K Street</p> <p>2054 and 2058 Kearney Avenue</p>	<ul style="list-style-type: none"> <li>▪ Location in an early subdivision, typically west of Escondido Freeway (CA-15)</li> <li>▪ Ornate architectural style and form from this period, including Italianate, Queen Anne, Folk Victorian, Folk National, Craftsman, American Foursquare, and Prairie</li> <li>▪ Set back from lot line</li> <li>▪ Two or more stories</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood cladding (shingles or horizontal siding)</li> <li>▪ Wood sash windows (double-hung or casement)</li> <li>▪ Wood door (glazed or paneled)</li> </ul>
<b>Significance Statement</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Large estates from this period may be significant for their association with the theme of booming residential development in the plan area. Residences in the western half of the city—especially Logan Heights and Sherman Heights—are most likely to reflect this theme. It is unlikely that there will be a group of this type of residence, but these residences might contribute to a district of cottages and bungalows in order to represent the neighborhood’s early development patterns.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Large estates from this period are likely to be significant for their association with persons important to San Diego history. For example, at least two houses in the plan area are known to be associated with Captain Matthew Sherman, one of San Diego’s most prominent early residents. If an association with a significant person is discovered, the residence should be compared to other associated properties (such as a place of work) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Large estates from this period are likely to be significant for their high-quality architectural design, and many are already listed as local landmarks. They also may represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<b>Minimum Integrity Threshold</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i>	
<ul style="list-style-type: none"> <li>▪ Clear example of residential architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains the hallmarks of its architectural style, including most of its original ornamentation (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original cladding (no stucco)</li> </ul>	


- Retains original windows and doors (or match in location, pattern, size, and materials)
- In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity

#### **Additional Integrity Considerations**

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Security:** It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates.
- **Stairs & Porches:** It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence's eligibility for listing.
- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.
- **Landscaping:** The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.
- **Adaptive Reuse:** Residences that have been converted to commercial use are still eligible for listing under all criteria as long as they retain their overall form and architectural character. While such buildings no longer retain their original use, they can still be fine examples of late nineteenth and early twentieth century architectural styles and residential development patterns.

Residential: Suburban Farm

Typical Example(s)	Character-Defining Features
 <p data-bbox="423 732 565 758">657 63<sup>rd</sup> Street</p>	<ul style="list-style-type: none"> <li>▪ Location in Encanto</li> <li>▪ Constructed between 1900 and 1916</li> <li>▪ Architectural style and form from this period, typically Folk National or Craftsman</li> <li>▪ Deep setback from lot line</li> <li>▪ One to two stories</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood cladding (shingles or horizontal siding)</li> <li>▪ Wood sash windows (double-hung or casement)</li> <li>▪ Wood door (glazed or paneled)</li> <li>▪ Outbuildings such as barns, chicken coops, or utility sheds</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Suburban farms from this period are most likely to be significant for their association with the development and sale of land in Encanto in the first decades of the twentieth century. Since these properties were the center of suburban farms, they are sprinkled throughout the Encanto hills and it is unlikely that there will be a grouping sufficient to qualify as a historic district under this criterion.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Suburban farms from this period may be significant for their association with persons important to San Diego history, such as an influential farmer or Encanto businessman. If an association with a significant person is discovered, the residence should be compared to other associated properties (such as a place of work) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Suburban farms from this period may be significant for their architecture as an example of this type and period of construction. They are not likely to represent the work of master architects or prominent builders, as most were not architect-designed. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<p><b>Minimum Integrity Threshold</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>	
<ul style="list-style-type: none"> <li>▪ Clear example of residential architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains the hallmarks of its architectural style, including most of its original ornamentation (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original cladding (no stucco)</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> </ul>	

### Additional Integrity Considerations


*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Setting:** It is expected that these residences were once constructed as the center of small farms, but they have been enveloped by later suburban development. Integrity of setting is therefore the least important aspect of integrity for these properties; as long as they retain their character-defining features, they can still represent the early rural heritage of Encanto.
- **Agricultural Outbuildings:** Most suburban farms from this period originally had associated agricultural outbuildings such as barns, chicken coops, or utility sheds. An early twentieth century suburban farm that retains its original outbuildings would be considered to have especially high integrity, especially if it is being considered under NRHP C/CRHR 3/HRB C&D. These outbuildings derive their significance from the significance of the residence, and are typically not eligible in their own right.
- **Security:** It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates.
- **Stairs & Porches:** It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence's eligibility for listing.
- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.
- **Landscaping:** The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.

### Commercial & Industrial

No commercial or industrial properties from this period appear to be extant in the project area today. However, if such a property is discovered, it is likely to be significant for its architecture as a rare example of an early commercial or industrial building type. It may also possess associations with a significant early business or industry.

Social/Community: Churches

Typical Example(s)	Character-Defining Features
 <p data-bbox="206 730 782 783">Our Lady of Angels (1905) at 656 24<sup>th</sup> Street appears to be the only extant church from this period.</p>	<ul style="list-style-type: none"> <li>▪ Location in an early subdivision, typically west of Escondido Freeway (CA-15)</li> <li>▪ Architectural style and form from this period, typically Gothic Revival, Queen Anne or Classical Revival</li> <li>▪ One story with spire or bell tower</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood cladding (shingles or horizontal siding)</li> <li>▪ Wood sash lancet windows (perhaps stained glass)</li> <li>▪ Wood door (glazed or paneled)</li> <li>▪ Associated parish hall, rectory, or school</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Churches from this period may be significant as expressions of religious and cultural values tied to the earliest period of growth in Southeastern San Diego. Churches may also contribute to historic districts because they help illustrate the social and cultural forces shaping residential development during this period. Please note that historic significance for a church or other religious property cannot be established on the merits of a religious doctrine, but rather on secular terms for its architectural or artistic values or as a representation of important historic or cultural forces.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Churches from this period may be significant for their association with persons important to San Diego history, such as a prominent religious leader. If an association with a significant person is discovered, the church should be compared to other associated properties (such as a residence or other place of work) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Churches from this period are most likely to be significant for their high-quality architectural design. They may also represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<p><b>Minimum Integrity Threshold</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>	
<ul style="list-style-type: none"> <li>▪ Clear example of ecclesiastical architecture from this period</li> <li>▪ Retains original form and roofline, including spire or belltower</li> <li>▪ Retains the hallmarks of its architectural style, including most of its original ornamentation (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> </ul>	

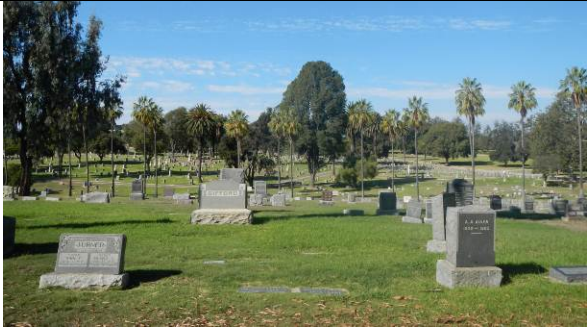
#### Additional Integrity Considerations

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Replacement Cladding:** Due to the rarity of this property type, original cladding is preferred but not required for the property to retain sufficient integrity, provided the building retains all its other character-defining features. If possible, replacement cladding should match the old in design and materials.
- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.
- **Landscaping:** The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.



Cultural Landscapes: Cemeteries

Typical Example(s)	Character-Defining Features
 <p data-bbox="220 642 768 699">Mt. Hope Cemetery (1869) is the only extant cemetery from this period within the plan area.</p>	<ul style="list-style-type: none"> <li>▪ Use as a cemetery</li> <li>▪ Location on the edge of the Pueblo Lands boundary (original city limits)</li> <li>▪ Elements that contribute to the design of the cemetery may include:                             <ul style="list-style-type: none"> <li>- Topography</li> <li>- Vegetation</li> <li>- Circulation (e.g. roads, paths, steps, walls)</li> <li>- Site features and objects (e.g. gravestones, fences, benches, lights, flag poles, fountains)</li> </ul> </li> </ul>
<b>Significance Statement</b>	
<p><i>A cemetery is eligible for listing in the national, state, or local register if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events/Age):</b> Cemeteries can be eligible for their relative great age in a particular geographic or cultural context, or may illustrate broad development patterns. Mt. Hope may be significant as the oldest publicly operated cemetery dating from San Diego’s founding in the 1860s.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons of Transcendent Importance):</b> Cemeteries containing the graves of persons of transcendent importance may be considered significant. Because many of San Diego’s most prominent early citizens are interred at Mt. Hope, the cemetery may be eligible under this criterion.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Design):</b> Mt. Hope may qualify on the basis of its distinctive design values if research can demonstrate that the cemetery expresses the aesthetic principles of landscape or funerary design during the Victorian era. A comparison to other Southern California cemeteries from this period should be conducted in order to make this determination.</li> </ul>	
<b>Integrity Considerations</b>	
<p><i>Items to consider when evaluating the integrity of a cemetery from this period include the following.</i></p>	
<ul style="list-style-type: none"> <li>▪ The integrity of a cemetery should be evaluated as a cultural landscape. It should be noted that more change over time is expected in landscapes than in buildings.</li> <li>▪ Character-defining features listed above must be largely intact</li> <li>▪ Areas of a cemetery that contain large numbers of new grave markers will not qualify, and should be excluded from the eligible historic areas</li> </ul>	

## C. Southeastern San Diego Expands (1917 – 1939)

The “Southeastern San Diego Expands” period from 1917 to 1939 experienced the densification and expansion of settlement in the plan area, as well as changes in building forms and development patterns caused by the introduction of the private automobile. The dominant historical themes of this period are:

- Construction boom following 1915 Panama-California Exposition and World War I
- Influence of the private automobile on residential and commercial development
- Popularity of new regional architectural styles, especially Spanish Eclectic and Mission Revival
- Minority migration trends and the neighborhood’s changing ethnic composition
- Municipal and educational improvements

Extant properties capable of representing these themes include residences, commercial properties, religious properties and cultural landscapes. Groups of small cottages and bungalows may be significant for their architectural style, particularly if they are rendered in one of the newly popular Spanish-inspired revival styles, or for their association with the area’s changing ethnic composition. The introduction of the bungalow court is important because it responded to the population’s changing needs in the years after World War I. Bungalow courts and apartment complexes from this period in the plan area may be significant as examples of this type and period of construction, but should be compared to examples in other neighborhoods as part of any eligibility discussion. Commercial properties, especially garages and gas stations, along one of the commercial corridors may be significant for their associations with the theme of automobile-related development. Churches and municipal buildings illustrate the provision of social services during this period of growth, while Holy Cross Cemetery may be eligible as a cultural landscape.

### PANAMA-CALIFORNIA EXPOSITION & WORLD WAR I

The 1915 Panama-California Exposition and World War I greatly affected the development of Southeastern San Diego because both the exposition and the war called attention to San Diego and brought new people to the city. The Panama-California Exposition (1915-1917) celebrated the opening of the Panama Canal and promoted San Diego’s position as the first American port of call north of the canal. The exposition was held in Balboa Park, and the most notable contribution of the event was the construction of grand Churrigueresque-style temporary buildings, most of which remain today. Outside the park, transportation improvements were needed to handle the increased traffic for the event. The San Diego Electric Railway Company created new routes—including routes through the plan area that connected Balboa Park to both Downtown and the U.S.-Mexico border—that encouraged development in previously inaccessible neighborhoods once the exposition ended.<sup>62</sup> When the United States entered World War I in 1917, San Diego was chosen as the site for the U.S. Army’s Southwest Division, with many soldiers stationed at Camp Kearny and Rockwell Field. Many of these soldiers stayed in the city, or returned after the war to settle in affordable neighborhoods like Southeastern San Diego.<sup>63</sup>

### THE AUTOMOBILE ARRIVES

At the same time, a dramatic increase in automobile production made cars increasingly affordable to the middle classes, especially after Henry Ford introduced the Model T in 1908. No longer a luxury enjoyed exclusively by the wealthy, automobiles rapidly gained popularity; by the 1920s, most California cities had begun to adapt to this new form of transportation. The introduction of the automobile shaped residential and

commercial development patterns in the plan area because it allowed people to settle areas further from the city center without necessarily relying on fixed rail line transportation systems.

### Valencia Park & New Auto-Oriented Subdivisions

Most of the Southeastern San Diego Community Plan Area had already been subdivided during the real estate booms of the 1880s and the early 1900s, but actual settlement was sparse in those early years. During this interwar period, though, construction in existing subdivisions grew. According to the 1930 USGS Quadrangle Map, small-scale residential development now extended all the way to the edge of the Pueblo Lands (Figure 22).

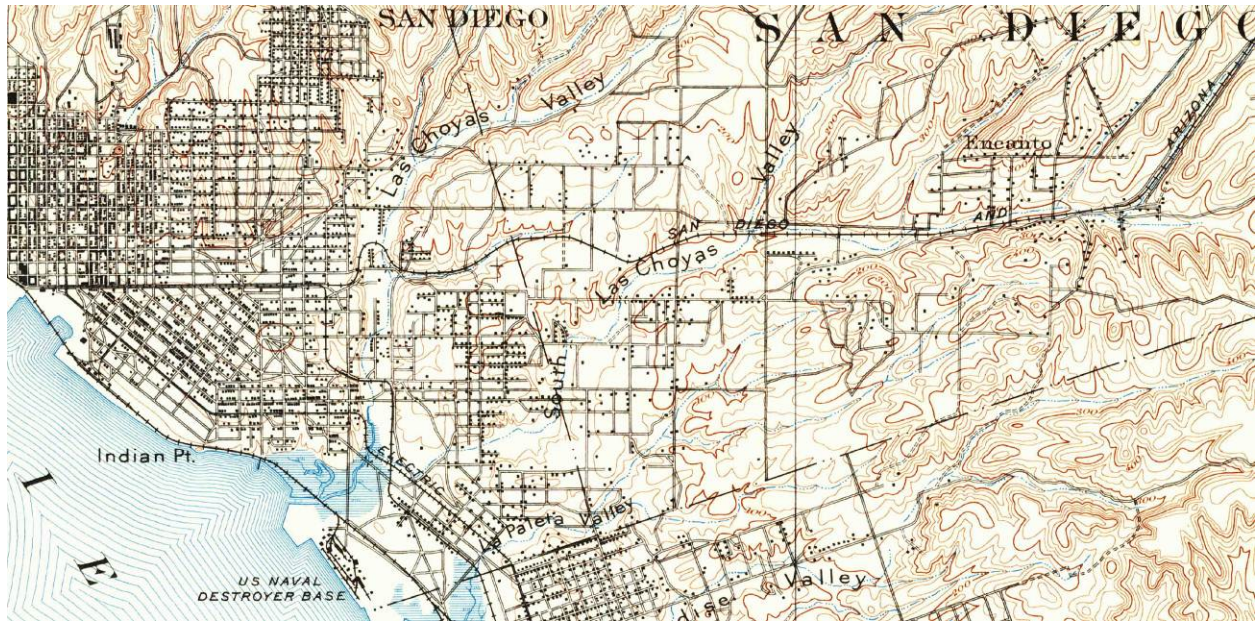


Figure 22. USGS “San Diego” 7.5-Minute Quadrangle Map (1930), showing residential development extending to the Pueblo Lands boundary and beyond into the Chollas Valley.



Figure 23. Market Street, looking east from 26<sup>th</sup> Street (November 26, 1927)  
(San Diego History Center Photo Archive, #20254-176)

However, a few new automobile-oriented subdivisions were still recorded during this time, either as a new subdivision of a rural parcel or as a re-subdivision of an earlier plat (**Figure 23**). The automobile granted more flexibility for developers and homeowners, allowing areas farther from the city center to thrive without relying on public transportation. The following list highlights a few of the more prominent 1920s subdivisions on record with the San Diego County Assessor:

- Sunshine Gardens (circa 1920): centered on Boston Street between 43<sup>rd</sup> and 45<sup>th</sup> streets
- Morrison’s Marscene Park (circa 1925): located north of Greenwood Memorial Park, but not built out until after World War II
- Las Alturas Extensions (circa 1925): extended the original 1888 “Las Alturas Villas” subdivision south to Churchward Street
- Highland Square (1926): re-subdivision of the original 1880 Caruthers’ Addition
- Valencia Park (1926): large subdivision with curvilinear streets at Imperial and Euclid avenues. Valencia Park was better-advertised than some of the other areas and had a large sign with free-standing letters to encourage buyers (**Figure 24**).

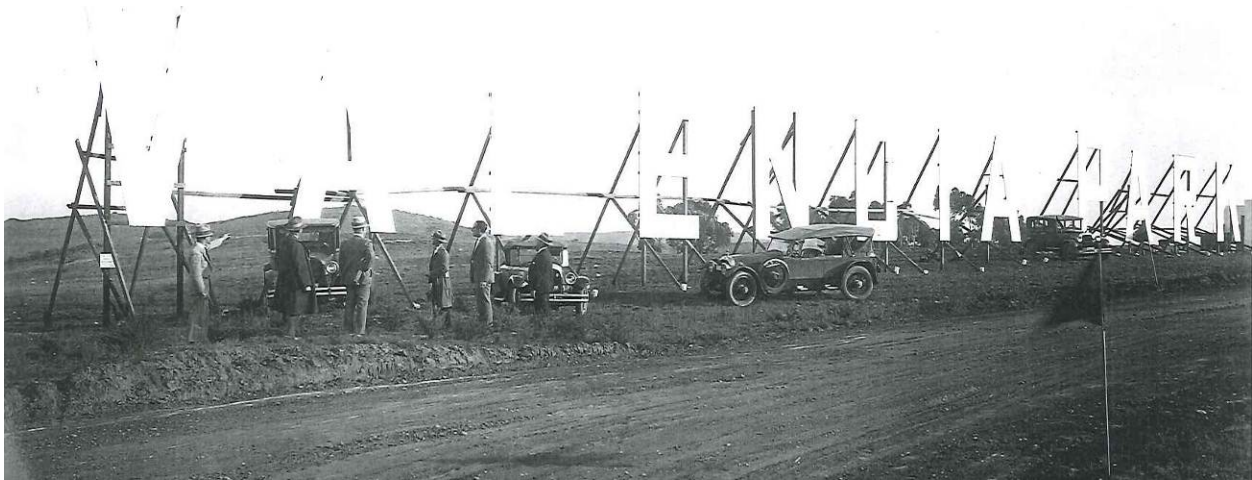


Figure 24. Valencia Park subdivision, 1928.  
(San Diego History Center Photo Archive, #8413)

The street grid expanded to keep pace with these new suburban tracts. Broadway was extended into Encanto in 1927, Market Street was extended beyond Mt. Hope Cemetery and paved in 1928, and Imperial Avenue became a major thoroughfare. Infrastructure improvements—namely paving the area’s dirt roads—were needed in the plan area as the automobile surpassed the streetcar as the primary mode of transportation. Developers either paved their tracts themselves, or property owners were taxed to cover street improvement bonds.<sup>64</sup>

### Bungalow Courts & Apartments

Single-family residences were still the primary property type in the plan area during this period, but the size, style, and layout of the houses began to change to reflect newer architectural trends. The introduction of bungalow courts was the most notable architectural shift in the area. The first bungalow court appeared in Pasadena in 1909 and grew in popularity until World War II, especially in Southern California. Bungalow courts featured clusters of individual units arranged around a central garden or courtyard, allowing sufficient density while still providing greenery and private space. This design provided an attractive, affordable compromise between cheap apartments and expensive single-family homes.<sup>65 66</sup>

Bungalow courts took on the characteristics of the popular architectural styles of the day, especially Art Deco, Spanish Eclectic, Mission Revival, and Pueblo Revival. Most bungalow courts also included detached garages, indicative of the increasing role of the automobile in urban life. Bungalow courts are easy to spot on the 1920 and 1940 Sanborn Fire Insurance Maps. For example, Horning Court (no longer extant) was a classic example on 39<sup>th</sup> Street, just south of Imperial Avenue: it appears on the map as a group of eight small cottages, each with a detached garage behind (**Figure 25**). Others are noticeable in historic and contemporary aerial photographs. A few examples include a Mission Revival style bungalow court at 47<sup>th</sup> Street and Imperial Avenue, an Art Deco style attached bungalow court at 25<sup>th</sup> and G streets, and a 6-unit Craftsman style bungalow court at 25<sup>th</sup> and K streets (all still extant today). While bungalow courts were an important building type in Southeastern San Diego, it should be noted that most of San Diego's finest examples of bungalow courts are located along the streetcar lines north of Balboa Park.

Duplexes and apartment buildings also gained popularity during this interwar period of expansion. One of the finest extant examples in the plan area of a 1920s apartment building is the Alta Vista Apartments, a grand Spanish Eclectic style complex at 2002 Market Street in Sherman Heights (**Figure 26**).

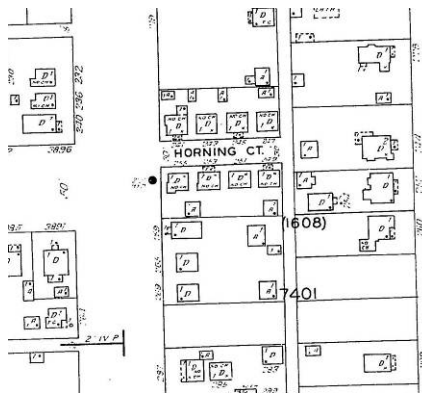


Figure 25. Sanborn Fire Insurance Maps (1940), with detail of a bungalow court at S. 39<sup>th</sup> Street and Imperial Avenue (no longer extant). Note detached garages behind dwellings.



Figure 26. Alta Vista Apartments, 2002 Market Street (n.d.) (San Diego History Center Photo Archive, #11-171)

### Garages & Automobile-Related Services

The influence of the automobile resulted in new businesses that catered to car owners. Garages and service stations sprang up along the main commercial corridors in Southeastern San Diego: National Avenue, Logan Avenue, Ocean View Boulevard, Imperial Avenue, and Market Street. The 1920 Sanborn Fire Insurance maps show a large garage at Imperial Avenue and 30<sup>th</sup> Street, as well as many corner gas stations along all the main commercial corridors. Clemens & Ross Auto Painting shop was located on Evans near Kearney Street (demolished to make way for I-5).<sup>67</sup> In Encanto, roadhouses, service stations, and garages catered to automobile travelers on Imperial Avenue, one of the main highways out to the communities in eastern San Diego County.<sup>68</sup>

Furthermore, personal automobile garages soon became a fixture of the new auto-focused lifestyle in the plan area. According to 1940 Sanborn Fire Insurance Maps, well over 75 percent of the single-family dwellings east of 32<sup>nd</sup> Street included a detached garage at the side or rear of the property.

### Industrial Development

The San Diego waterfront has long been the center of the city's industrial district, especially in Barrio Logan just south of the Southeastern San Diego Community Plan Area. Like commercial and residential uses, industrial district was influenced by the automobile: industrial and light industrial uses no longer had to be located along the rail lines or at the port. The industrial area began to expand into Barrio Logan and the greater Logan Heights area beginning in the 1920s. According to Sanborn Fire Insurance Maps, breweries, bottling works, a concrete block factory, Saratoga Chip Factory, and a candy factory were all located between Kearney and Logan streets (present-day I-5 corridor). Lumber yards and other agricultural industries were located near Encanto.<sup>69</sup>

Most of the industrial buildings from this period were fairly utilitarian, but the elaborate G.W. Cramer Bakery (circa 1924) is an example of an early twentieth century factory complex. The facility is composed of several interconnected structures, including a bakery, mixing room, wrapping and shipping room, loading area, and a Renaissance Revival-style office building.<sup>70</sup> The office or administration building of factories during this period were more likely to feature high-quality architecture, often serving as the centerpiece of the factory, and Cramer Bakery is no exception. The Cramer Bakery facility was operated by Weber's Bread in 1950, and still stands today (**Figure 27**). This property is likely to be significant as an unusually intact example of industrial building types from this era.



Figure 27. Cramer's Bakery at 1955 Julian Avenue, constructed circa 1924 and pictured here in 1935.  
(San Diego History Center Photo Archive, #8997)

Residential development patterns—especially higher-density building types like bungalow courts and apartment complexes—also illustrated the industrial development patterns during this time: housing was needed for the increasing numbers of workers employed in industrial businesses along the bay.

## ETHNIC DIVERSITY & MIGRATION

In the early years of the plan area, the ethnic composition of Southeastern San Diego was typical of other neighborhoods, with minorities scattered throughout a predominantly white community. According to a 1982 article about the history of Logan Heights, “Both blacks and Mexican-Americans had lived in the area as early as the 1890s, but they attracted little notice; their numbers were small in relation to other neighborhood residents, and other parts of San Diego—particularly the central area—offered greater concentrations of these minority groups.”<sup>71</sup>

Beginning in the 1920s, ethnic enclaves began to form in the Southeastern San Diego Community Plan Area, especially in the greater Logan Heights area and Encanto. There are various theories about what caused the change in the ethnic composition of the plan area, but most scholars attribute it primarily to the increased use of restrictive covenants in housing contracts in other neighborhoods of San Diego. These covenants targeted all minorities, but were especially discriminatory against African-Americans, Mexican-Americans, and Asians, so these groups settled in Southeastern San Diego where such restrictions were absent or were not enforced.<sup>72</sup> Other factors that caused an influx of minority residents likely included proximity to jobs and social institutions such as churches, desire for cultural familiarity amongst others of the same culture, and international events that triggered large-scale population migrations across the country. Additionally, as the automobile opened new lands for settlement, wealthier white residents who had once lived in the neighborhoods close to the downtown commercial core took the opportunity to move further afield beginning in the 1920s, leaving vacancies for minority groups in the inner city. These factors are described in more detail below.

### **African-Americans in Memorial Park**

The Memorial Park neighborhood became a center of San Diego’s African-American population in the mid-1920s, with an especially high concentration near the park itself, roughly between 30<sup>th</sup> and 32<sup>nd</sup> and Ocean View Boulevard and Logan Avenue. At the time, Memorial Park was a sub-set of the greater Logan Heights area. By the late 1930s, contemporary accounts identified African-American enclaves along 30<sup>th</sup> Street between Imperial and National Avenues, as well as in Sherman Heights south of K Street. A study of black-oriented churches confirms that Memorial Park was the heart of the African-American community in Southeastern San Diego during this time: Mt. Zion Baptist Church was founded in Logan Heights in 1900 and was the only black-oriented church in the neighborhood; by 1926, six of the city’s seven black churches were located in the neighborhood, and by 1940, all eight of the city’s black churches were located in the neighborhood.<sup>73</sup> The African-American population in Memorial Park and greater Logan Heights was estimated at 4,500 in 1937.<sup>74</sup>

### **Mexican Immigrants in Logan Heights/Barrio Logan**

The 1920s saw a dramatic increase in the Mexican-American population in Southeastern San Diego, as large numbers of immigrants fled to the United States after the Mexican Revolution (1910-1920). In 1916, gambling was permitted in Tijuana, which also created a connection between San Diego and Mexico. Additionally, restrictions on European and Asian immigration imposed by the federal government after World War I left many jobs in agriculture, construction, transportation, and mining available for Mexican immigrants.<sup>75</sup> Mexican laborers were instrumental in constructing new housing developments in eastern San Diego, acting as agricultural workers in Imperial Valley, and building transportation and infrastructure projects.<sup>76</sup>

Many of these Mexican immigrants settled in Logan Heights, which transformed into the largest concentration of Mexican families in the city during the 1920s.<sup>77</sup> However, life in Logan Heights was still difficult for many Mexican immigrants who faced discrimination, social issues, and sub-standard living conditions. In an attempt to combat this situation, the Neighborhood House was founded downtown in 1916, in keeping with the nationwide “settlement house movement” that sought to reach out to poor migrants. The Neighborhood House was initially a charitable outreach program of the College Woman’s Club, and was staffed by European Americans. Although the organization’s services were available to anyone in need, the primary goal of the Neighborhood House was to assist San Diego’s Mexican immigrants. The Neighborhood House moved to 1809 National Avenue in Barrio Logan in 1923. The site of the Neighborhood House is now across I-5 from the plan area, but was designed to serve the entire Logan Heights neighborhood during this period.<sup>78 79</sup>

The 1930s saw a decline in Mexican immigration due to the scarcity of jobs during the Great Depression and government efforts to deport and repatriate Mexican immigrants. The Barrio Logan Historical Resources Survey describes this period in Logan Heights: “The Neighborhood House consequently became a well-known and respected community resource regarded by many Mexican Americans as a barrio institution. This was despite the sometimes heavy-handed efforts at Americanization and the administrator’s failure to promote and encourage Mexican culture.”<sup>80</sup> The Mexican-American population in greater Logan Heights was estimated at approximately 5,000 in 1937.<sup>81</sup>

#### **Japanese Community in Encanto and Grant Hill**

During this 1920s and 1930s, the Japanese population in San Diego was scattered throughout the city in locations such as Mission Valley and Pacific Beach, as well as surrounding areas including Spring Valley, Chula Vista, and Otay Mesa. The Japanese population in San Diego estimated at approximately 1,000 in 1937.<sup>82</sup> During this time, they were primarily engaged in farming and fishing. Encanto was still a rural suburb, and attracted an enclave of Japanese farmers who cultivated the rolling hills. The Japanese community generally raised flowers and grew vegetables, namely asparagus, white celery, tomatoes, beets, and carrots.<sup>83</sup>

In addition, Japanese community buildings were established in Southeastern San Diego, close to populated enclaves downtown. For example, the Buddhist Temple of San Diego was established at 2929 Market Street in Grant Hill in 1928. On January 27, 1916, after two weeks of rain, the Otay Dam broke. Water flooded the Otay Valley, where a colony of Japanese farmers lived in a camp, and 11 people died. The resulting need for religious services led the Buddhist community, which comprised over half the Japanese in San Diego, to organize a temple. Ten years later, on May 26, 1926, the first Buddhist church was formed in San Diego, and services were held on the second floor of a building at 6th Avenue and Market Street. In 1928, a growing membership decided to build a permanent temple at Market and 29th Streets, which remains the temple’s location.<sup>84</sup> The temple was dedicated in 1931.<sup>85</sup>

The Japanese families who had settled in Southeastern San Diego were forced to move to internment camps during World War II. Following the war, most who had owned agricultural land did not, or could not, return to their properties and resettled elsewhere.<sup>87</sup>



## NEW MUNICIPAL IMPROVEMENTS

### Schools

As in the previous period, schools were constructed as residential development progressed. Looking at the locations of schools from this period helps to explain the larger residential development patterns, as schools typically indicate concentrations of family housing. Although none of the schools from this period are extant today, most of these parcels are still used by modern schools, and it is important to understand the origins of these early community centers.

- **Memorial Junior High School:** Memorial Junior High School was a large, Classical Revival style school complex built in 1922, taking up an entire block at the corner of Marcey Avenue and 28<sup>th</sup> Street in Logan Heights (**Figure 28**). The main building included two classroom wings, an auditorium, and a cafeteria. Another building was constructed in 1929 to house a boys' locker room and manual training classrooms. Sports fields and tennis courts took up the remainder of the lot.<sup>88</sup> The building has been demolished and replaced by the current Memorial Charter Middle School.
- **Balboa School:** This school was built in 1924 at 1844 South 40<sup>th</sup> Street to serve what is now known as the "Shelltown" neighborhood.<sup>89</sup> The school was named for famed Spanish explorer Vasco Núñez de Balboa.<sup>90</sup> The building has been demolished and was replaced by the current Balboa Elementary School in 1973.
- **Ocean View School:** This L-shaped school building was constructed between 1920 and 1940 at 445 South 47<sup>th</sup> Street, near Ocean View Boulevard. The school was located in the Alta Vista Suburb, which was platted in 1906 but was not densely developed until the 1920s.
- **Sunshine School:** The Sunshine School opened in 1935 at 767 South 35<sup>th</sup> Street, near Franklin Street, and was founded to help disabled students.<sup>91</sup> The Sunshine School shared the grounds of the Helping Hand Children's Home, built 1924 at 36<sup>th</sup> Street and Logan Avenue.<sup>92</sup> The school and home were demolished circa 1954 for the construction of the Escondido Freeway (CA-15).



Figure 28. Aerial view of Memorial Park Junior High School, 1939  
(San Diego History Center Photo Archive, #79:741-476)

In addition to the construction of new schools, older schools were remodeled or replaced to further serve the dense community. All these buildings were also demolished and replaced with modern schools after World War II:

- New Sherman School, built 1928 on a site at 22<sup>nd</sup> Street and Island Avenue, near the original Sherman School
- New Encanto School, built 1922 on the original school site on 65<sup>th</sup> Street
- New Stockton School, built circa 1920 on site at 30<sup>th</sup> Street and Island Avenue near the original Stockton School
- New Logan School, built 1929 on site at Ocean View Boulevard and 28<sup>th</sup> Street near the original Logan School
- Burbank School, built in 1930 on Marcey Avenue using the re-purposed brick addition to the original Logan Heights School
- Chollas School, built in 1922 on a site at 47<sup>th</sup> and Hilltop streets near the original Las Chollas School.<sup>93</sup>

### Churches

As with schools, studying the locations of churches from this period helps to explain residential development patterns, including minority migration trends. A majority of churches from this period are still extant today:

- **Calvary Presbyterian Church (now Good Shepherd Missionary Baptist):** Constructed circa 1920 in the Mission Revival style at 390 S. 39<sup>th</sup> Street at Q (Franklin) Street (extant, but altered).
- **United Presbyterian Church (now Universal Church):** Constructed between 1906 and 1920 in a Spanish Eclectic style with dominant Mission Revival elements at 2130 Market Street at 22<sup>nd</sup> Street (**Figure 29**). It replaced an earlier wood-frame, Gothic Revival-style building on the property (extant, in near original condition).
- **Calvary Baptist Church:** Constructed circa 1925 in the Mission Revival style at Crosby (Cesar Chavez) Street and Julian Avenue (extant, but altered).
- **St. Ann's Catholic Church:** Constructed late 1920s in the Mission Revival style, 2337 Irving Avenue (extant, in near original condition) (**Figure 30**)
- **Trinity Evangelical Lutheran Church (now City of Refuge International Church):** Constructed late 1920s in a simple Carpenter Gothic style, 2001 Ocean View Blvd (extant, in near original condition)
- **Church of Latter Day Saints:** Constructed late 1920s 2964 K Street (no longer extant)
- **Logan Heights Congregational Church:** Constructed late 1920s, 2191 Kearney Avenue (no longer extant)<sup>94</sup>
- **Our Lady of Guadalupe (Santa Maria Nuestra Senora de Guadalupe):** This Jesuit parish was founded in 1921 at 1770 Kearney Avenue, and has long been a center of community activity for the Mexican-American community. The current Spanish Colonial Revival style building was constructed in 1931, replacing the original church structure on the site.<sup>95</sup> A Catholic school associated with both Our Lady of Guadalupe and Our Lady of Angels is located on 24<sup>th</sup> Street. The 24<sup>th</sup> Street campus was erected in 1922, with an annex on Kearny Street added in 1945.<sup>96</sup>



Figure 29. United Presbyterian Church at 22<sup>nd</sup> and Market, 1923.  
(San Diego History Center Photo Archive, #2342)



Figure 30. St. Ann's Catholic Church, circa 1920s  
(San Diego History Center Photo Archive, #840-2-1)

### Cemeteries

- **Holy Cross Cemetery** was opened by the Catholic Diocese in 1919, on 40 acres of land north of Hilltop Drive between 44<sup>th</sup> and 46<sup>th</sup> streets. The blue-domed mausoleum was originally constructed circa 1920s, and is now very prominently located adjacent to Highway 94.<sup>97</sup>
- **Mount Hope Cemetery** received two important additions during this period. In 1927, the City of San Diego contracted with a private company to build a mausoleum, for which the city would receive royalties. The columbarium was completed in 1929 and Cypress View Mausoleum and Crematory, located at 3953 Imperial Avenue, was completed in 1932. The buildings were sold to the funeral firm that constructed them, and are still open to the public today (building on north side of the street appears to retain integrity, while building on south side of the street appears altered).<sup>98</sup>

### Other Municipal Services

During the Roaring Twenties, many new municipal services such as fire stations and libraries were constructed to support the rapidly growing community. During the Great Depression, residential and commercial construction slowed while agencies such as the Works Progress Administration (WPA) and State Employment Relief Administration (SERA) were created to provide funding for a variety of work programs and curb widespread unemployment. The City of San Diego also undertook projects that, combined with state and federal aid, led to a number of civic improvements—particularly in the form of recreational facilities.

- **Fire Station No. 19:** This Spanish Eclectic style fire station at 3601 Ocean View Boulevard was constructed in 1927, and was originally staffed by African-American firefighters who were not allowed to work in other stations. Although the SDFD hired its first African-American firefighter, Timothy Williams, in 1918, he and several other early firemen were transferred to Station No. 19 and segregated based on their race. The station became a safe gathering place for all members of the local community during segregation. The building is no longer an active fire station, but it is listed in the San Diego Historical Register (HRB Site #893) for its role in the social history of the African-American community.<sup>99</sup> <sup>100</sup> Station No. 19 was moved two blocks west on Imperial Avenue to a new building in 1986.

- **Logan Heights Library:** The Logan Heights Branch of the San Diego Public Library was constructed in 1927 at the corner of 28<sup>th</sup> Street and Logan Avenue. The Spanish Eclectic style building is still extant in near original condition, but is no longer active as a library.<sup>101</sup>
- **Emerald Hills Golf Course & Country Club:** The golf course and clubhouse were constructed in 1939, between Federal Boulevard and Market Street near 60<sup>th</sup> Street. The club was operated by Art Cloninger, a widely known restaurant operator, and was intended to take the place of another local dine and dance rendezvous.<sup>102</sup> The Emerald Hills Estates subdivision (1957) was built on a portion of the golf course; the KSDO radio towers and Emerald Hills Park were constructed later on the remainder of the site. The clubhouse is still extant, and is currently used by the Christian Fellowship Congregational Church.
- **Mountain View Park:** Mountain View Park at Ocean View Boulevard and 42<sup>nd</sup> Street was completed in 1937 using WPA and SERA funds. This was part of a city program to extend recreational facilities to all parts of the city, and supplement the playground at Logan School. Park improvements included landscaping with irrigation, graded paths, and trees; a comfort station with a wood shop; a picnic area; and a playground with sand boxes, swings, horseshoe court, tennis courts, and a baseball diamond. Work to clear the brush from the site was started in 1934 using SERA funds, while a \$13,000 WPA project (together with a \$3,000 City of San Diego contribution) funded the landscaping and the other improvements.<sup>103</sup>

## ASSOCIATED PROPERTY TYPES & REGISTRATION REQUIREMENTS (1917 – 1939)


This section discusses the property types associated with the significant themes of the “Southeastern San Diego Expands” development period, and can be used as a guide for evaluating the significance of potentially eligible properties within the Southeastern San Diego Community Plan. Please refer to **Chapter III. Guidelines for Evaluation** (pages 10-19) for additional information about how to evaluate historic properties. This includes the definition of the significance criteria and the detailed discussion of the various aspects of integrity.

### Residential: Apartments & Bungalow Courts

Typical Example(s)	Character-Defining Features
 <p data-bbox="282 915 704 940">Alta Vista Apartments, 2002 Market Street</p>  <p data-bbox="337 1167 651 1192">217-227 25<sup>th</sup> Street near L Street</p>	<ul style="list-style-type: none"> <li>▪ Location in an early subdivision, typically west of Pueblo Lands boundary line or in Encanto</li> <li>▪ Architectural style and form from this period, including Craftsman, Spanish Eclectic, Mission Revival, Pueblo Revival, or Art Deco</li> <li>▪ Apartments are one to three stories and built to the front property line</li> <li>▪ Bungalow courts are clusters of small one story units organized around a courtyard or garden</li> <li>▪ Flat or hipped roof, often with parapet</li> <li>▪ Stucco or wood cladding</li> <li>▪ Wood sash windows (double-hung or casement)</li> <li>▪ Wood door (glazed or paneled)</li> </ul>
<b>Significance Statement</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Apartments and bungalow courts from this period may be significant for their association with the theme of expansion following the 1915 Panama-California Exposition and World War I. Additionally, apartments and bungalow courts may be significant under this criterion for their association with the theme of minority migration trends and the neighborhood’s changing ethnic composition. This is especially likely in Memorial Park (African-American community) and Logan Heights (Hispanic community); focused census or city directory research may help identify properties associated with the minority migration theme.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Apartments and bungalow courts from this period are not likely to be significant for their association with persons important to San Diego history. However, if an association with a significant person is discovered, the residence should be compared to other associated properties (such as a residence or other place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Apartments from this period may be significant for their high-quality architectural design. The bungalow court is a unique typology, and properties that exemplify this type may be eligible under this criterion; however, bungalow courts in Southeastern San Diego should be compared to similar properties in other neighborhoods to help</li> </ul>	

<p>determine whether it is a significant example. Apartments and bungalow courts may also represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</p>
<p><b>Minimum Integrity Threshold</b></p>
<p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>
<ul style="list-style-type: none"> <li>▪ Clear example of residential architecture from this period</li> <li>▪ Bungalow courts must retain their original configuration around a central courtyard or garden</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains most of its original ornamentation, if applicable (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original stucco or wood cladding</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> </ul>
<p><b>Additional Integrity Considerations</b></p>
<p><i>Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.</i></p> <ul style="list-style-type: none"> <li>▪ <b>Security:</b> It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates.</li> <li>▪ <b>Stairs &amp; Porches:</b> It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence’s eligibility for listing.</li> <li>▪ <b>Garages:</b> Many bungalow courts from this period originally had associated detached automobile garages that sometimes faced a rear alley. A complex that retains its original garages would be considered to have especially high integrity. These outbuildings derive their significance from the significance of the residence, and are typically not eligible in their own right.</li> <li>▪ <b>Additions:</b> Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building’s form and scale are not acceptable.</li> <li>▪ <b>Landscaping:</b> The presence of original site or landscape features is not essential, but could enhance a property’s significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.</li> </ul>

Commercial

Typical Example(s)	Character-Defining Features
 <p data-bbox="235 747 751 772">3645 Ocean View Boulevard at Olivewood Terrace.</p>	<ul style="list-style-type: none"> <li>▪ Commercial use</li> <li>▪ Location along a commercial corridor such as Imperial Avenue, National Avenue, Logan Avenue, Market Street, or Ocean View Boulevard</li> <li>▪ Architectural style and form from this period, including Spanish Eclectic, Mission Revival, or Art Deco</li> <li>▪ Built to front property line</li> <li>▪ One story</li> <li>▪ Gable or flat roof with front parapet</li> <li>▪ Stucco or wood cladding</li> <li>▪ Wood or metal storefronts, often with clerestory</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Commercial properties from this period may be significant for their association with the theme of automobile-related development. Garages and gas stations are especially good at representing the physical changes caused by the increasing popularity of the private automobile. Commercial properties may also contribute to historic districts because they help illustrate the economic forces shaping development during this period.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Commercial properties from this period may be significant for their association with persons important to San Diego history, such as a prominent merchant or professional. If an association with a significant person is discovered, the building should be compared to other associated properties (such as a residence or other place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Commercial properties from this period may be significant for their architecture as an example of this type and period of construction, particularly because there are few commercial properties remaining from this era in Southeastern San Diego. They are not likely to represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<p><b>Minimum Integrity Threshold</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>	
<ul style="list-style-type: none"> <li>▪ Clear example of commercial architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains nearly all of the original storefront configuration</li> <li>▪ Retains a substantial portion of its original ornamentation, if applicable</li> <li>▪ Retains original stucco or wood cladding</li> <li>▪ In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity</li> </ul>	


### Additional Integrity Considerations

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Storefronts:** It is common for commercial properties from this era to have had their storefronts replaced since the original construction of the building. Buildings with replacement storefronts may be eligible if the general shape and configuration is similar to the original, or if the new storefront is a significant example of a later architectural style. Retention of the transom at a storefront should be considered important.
- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.




Industrial

Typical Example(s)	Character-Defining Features
 <p data-bbox="397 709 589 737">1955 Julian Avenue</p>	<ul style="list-style-type: none"> <li>▪ Industrial use</li> <li>▪ Location near rail lines or port, especially in the greater Logan Heights area</li> <li>▪ Multiple buildings on the lot</li> <li>▪ Utilitarian design for service buildings; office buildings will feature architectural style and form from this period, including Spanish Eclectic, Renaissance Revival, or Art Deco</li> <li>▪ Flat or sawtooth roof</li> <li>▪ Stucco or corrugated metal cladding</li> <li>▪ Steel sash windows</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Industrial properties from this period may be significant for their association with the theme of changing industrial development patterns in the wake of automobile-related development, or for their contributions to the advancement of a particular industry. Industrial properties may also contribute to historic districts because they help illustrate the economic forces shaping development during this period, especially the migration of workers near new employment centers.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Industrial properties from this period may be significant for their association with persons important to San Diego history, such as a prominent merchant or professional. If an association with a significant person is discovered, the building should be compared to other associated properties (such as a residence or other place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Industrial properties from this period—especially large complexes such as the Cramer Bakery/Weber’s Bread facility—may be significant for their architecture as an example of this type and period of construction, particularly because there are few intact industrial properties remaining from this era in Southeastern San Diego. They are not likely to represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	

<b>Minimum Integrity Threshold</b>
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i>
<ul style="list-style-type: none"><li>▪ Clear example of industrial architecture from this period</li><li>▪ Retains original form and roofline</li><li>▪ Retains nearly all the buildings associated with the industrial operation</li><li>▪ Retains a substantial portion of its original ornamentation, if applicable</li><li>▪ Retains original stucco or corrugated metal cladding</li><li>▪ In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity</li></ul>
<b>Additional Integrity Considerations</b>
<i>Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.</i>
<ul style="list-style-type: none"><li>▪ <b>Additions:</b> Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.</li></ul>

Social/Community: Churches


Typical Example(s)	Character-Defining Features
 <p data-bbox="261 737 724 762">St. Anne Catholic Church, 2337 Irving Avenue</p>	<ul style="list-style-type: none"> <li>▪ Location in an early subdivision, typically west of Pueblo Lands boundary or in Encanto</li> <li>▪ Architectural style and form from this period, typically Spanish Eclectic, Mission Revival, Pueblo Revival, or Art Deco</li> <li>▪ One story with spire or bell tower</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood or stucco cladding</li> <li>▪ Wood sash windows (perhaps stained glass)</li> <li>▪ Wood door (glazed or paneled)</li> <li>▪ Associated parish hall, rectory, or school</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Churches from this period may be significant as expressions of religious and cultural values tied to this period of growth in Southeastern San Diego, especially as it relates to minority migration trends in the neighborhood. Churches may also contribute to historic districts because they were often indicative of changes in ethnic composition and the rate of residential development during this period. Please note that historic significance for a church or other religious property cannot be established on the merits of a religious doctrine, but rather on secular terms for its architectural or artistic values or as a representation of important historic or cultural forces.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Churches from this period may be significant for their association with persons important to San Diego history, such as a prominent religious leader. If an association with a significant person is discovered, the church should be compared to other associated properties (such as a residence or other place of work) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Churches from this period are most likely to be significant for their high-quality architectural design. They may also represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<p><b>Minimum Integrity Threshold</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>	
<ul style="list-style-type: none"> <li>▪ Clear example of ecclesiastical architecture from this period</li> <li>▪ Retains original form and roofline, including spire or belltower</li> <li>▪ Retains the hallmarks of its architectural style, including most of its original ornamentation (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original wood or stucco cladding</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> </ul>	

**Additional Integrity Considerations**

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.
- **Landscaping:** The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.

Social/Community: Municipal Buildings


Typical Example(s)	Character-Defining Features
 <p data-bbox="228 730 760 753">Old Logan Heights Branch Library, 811 S. 28<sup>th</sup> Street</p>	<ul style="list-style-type: none"> <li>▪ Public-serving use such as library, fire station, post office, or community center</li> <li>▪ Location in an early subdivision, typically west of Pueblo Lands boundary or in Encanto</li> <li>▪ Architectural style and form from this period, typically Spanish Eclectic, Mission Revival, Pueblo Revival, or Art Deco</li> <li>▪ One to two stories</li> <li>▪ Gable or pyramidal roof</li> <li>▪ Wood or stucco cladding</li> <li>▪ Wood sash windows (perhaps stained glass)</li> <li>▪ Wood door (glazed or paneled)</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Municipal properties from this period may be significant for their association with the provision of municipal and social services during this period of growth. Municipal properties may also contribute to historic districts because they help illustrate the social forces shaping development during this period. Additionally, municipal properties may also possess significant associations with the theme of minority migration trends and the neighborhood’s changing ethnic composition. For example, Fire Station No. 19 is already listed in the local register for its significant role in the African-American community.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Municipal properties from this period may be significant for their association with persons important to San Diego history, such as a prominent government official. If an association with a significant person is discovered, the property should be compared to other associated properties (such as a residence or other place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Municipal properties from this period are most likely to be significant for their high-quality architectural design. For example, the Logan Heights Branch Library (<i>pictured above</i>) is a good example of the Spanish Eclectic style as applied to a 1920s municipal building. They may also represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<p><b>Minimum Integrity Threshold</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>	
<ul style="list-style-type: none"> <li>▪ Clear example of institutional architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains the hallmarks of its architectural style, including most of its original ornamentation (The retention of entry, window and/or roofline ornamentation should be considered most important)</li> <li>▪ Retains original wood or stucco cladding</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> </ul>	

**Additional Integrity Considerations**

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.
- **Landscaping:** The presence of original site or landscape features is not essential, but could enhance a property's significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.

Cultural Landscapes: Cemeteries

Typical Example(s)	Character-Defining Features
 <p><b>Holy Cross Cemetery (1919) is the only extant cemetery from this period within the plan area.</b></p>	<ul style="list-style-type: none"> <li>▪ Use as a cemetery</li> <li>▪ Location on the edge of the Pueblo Lands boundary (original city limits)</li> <li>▪ Elements that contribute to the design of the cemetery may include:                             <ul style="list-style-type: none"> <li>- Topography</li> <li>- Vegetation</li> <li>- Circulation (e.g. roads, paths, steps, walls)</li> <li>- Site features and objects (e.g. gravestones, fences, benches, lights, flag poles, fountains)</li> </ul> </li> </ul>
<b>Significance Statement</b>	
<p><i>A cemetery is eligible for listing in the national, state, or local register if it derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events/Age):</b> Cemeteries can be eligible for their relative great age in a particular geographic or cultural context, or may illustrate broad development patterns. Holy Cross Cemetery is not likely to be significant under this criterion because of its relatively recent founding.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons of Transcendent Importance):</b> Cemeteries containing the graves of persons of transcendent importance may be considered significant. Because Holy Cross Cemetery does not have the same concentration of prominent San Diegans as Mt. Hope or Greenwood Memorial Park, the cemetery is unlikely to be eligible under this criterion.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Design):</b> Holy Cross Cemetery may qualify on the basis of its distinctive design values if research can demonstrate that the cemetery expresses the aesthetic principles of landscape or funerary design during the early twentieth century. A comparison to other Southern California cemeteries from this period should be conducted in order to make this determination. The mausoleums at Holy Cross Cemetery and Mt. Hope Cemetery that date from this period may be evaluated for their architectural merit, and may be found significant independent of the cemetery landscape.</li> </ul>	
<b>Integrity Considerations</b>	
<p><i>Items to consider when evaluating the integrity of a cemetery from this period include the following.</i></p>	
<ul style="list-style-type: none"> <li>▪ The integrity of a cemetery should be evaluated as a cultural landscape. It should be noted that more change over time is expected in landscapes than in buildings.</li> <li>▪ Character-defining features listed above must be largely intact</li> <li>▪ Areas of a cemetery that contain large numbers of new grave markers will not qualify, and should be excluded from the eligible historic areas</li> </ul>	

## **D. Freeway Era (1940 – 1967)**

The “Freeway Era” period from 1940 to 1967 spans World War II and the postwar housing boom. This period was punctuated by the construction of the freeways that define the boundaries of the plan area, which dramatically changed the form of the built environment in Southeastern San Diego. The dominant historical themes of this period are:

- Onset of World War II, including the expansion of Naval Station San Diego and the buildup of civilian defense industries
- Growth of residential suburbs in the postwar era
- Declining socioeconomic conditions, especially in the western half of the plan area
- Connections between race and settlement patterns, including both housing discrimination and racial integration
- Construction of highways
- Municipal and educational improvements, especially in response to the postwar baby boom

Extant properties capable of representing these themes include primarily residences and schools. Suburban development patterns are typically better represented by groups of residences because the street grid, landscaping, and homogeneous building types can combine to clearly illustrate the theme of suburbanization. Cohesive districts such as the collection of Cinderella Ranch style houses in Emerald Hills are thus much more likely to be significant than individual properties. Schools from this period may be significant as a reflection of the postwar baby boom and subsequent educational improvements.

## **WORLD WAR II**

San Diego has long had a military presence, but its place as a major military hub was solidified when the United States entered World War II in 1941. The Army, Navy, and Marines all had bases and training facilities in the area: Camp Pendleton was one of the Marines’ most important expeditionary training facilities, and Naval Station San Diego was the largest Navy base on the West Coast and the home port of the U.S. Pacific Fleet.<sup>104</sup> Naval Station San Diego sits at the foot of 32<sup>nd</sup> Street just south of the Southeastern San Diego Community Plan area. The base was first formed in 1922 as a U.S. Destroyer Base, and was expanded considerably during World War II to include floating dry docks and fleet training schools. The base was officially designated as a U.S. Repair Base in 1942, and performed repairs to more than 5,117 ships during the war. The repair base earned its current title of Naval Station San Diego in 1946.<sup>105</sup> The naval base was integral to the development of the Southeastern San Diego Community Plan area because the plan area’s proximity to such a major employment center made it a desirable place to live during and after the war.

### **Wartime Housing**

The influx of military personnel and defense workers created an immense housing shortage in San Diego. Fifty thousand workers arrived in the city in 1940 alone. The city was reluctant to build subsidized housing projects, but the federal government responded by constructing housing in undeveloped parts of the city. The Linda Vista Housing Project was the most important housing project in the city. Constructed in 1940-41 in the hills north of the plan area, it was the largest single defense housing project in the country.<sup>106</sup>



In Southeastern San Diego, “Dells” was a defense housing project at the northwest corner of Market and 33<sup>rd</sup> streets. According to historic aerial photographs, the project included 50 barracks-style buildings arranged along two curvilinear streets. The project was completed circa 1945 and demolished in 1955.<sup>107</sup> Aerial photos from 1946 also reveal a large housing complex just north of Greenwood Memorial Park (south of Market Street at 43<sup>rd</sup> Street) labeled as “Market Street Extension Housing” (**Figure 31**). A majority of this development appears to have been demolished during construction of the I-805 Freeway in the 1970s, but about four blocks of the development are still extant today between 43<sup>rd</sup> Street and I-805.



Figure 31. Aerial photograph showing Greenwood Memorial Park and “Market Street Extension Housing” project (1946) (San Diego History Center Photo Archive, #79:741-802)

## SUBURBANIZATION

The postwar era saw the rapid expansion of San Diego: over 2,500 new subdivisions were recorded city wide between 1940 and 1967. These new subdivisions were designed for the car. Curvilinear streets ended in cul-de-sacs, and every house had a garage or carport. New architectural structures such as drive-in movie theatres and carwashes proliferated in the city’s new suburbs.

### Settling the Chollas Valley

After World War II, development continued in Southeastern San Diego’s original subdivisions much as it had in previous periods. By the end of the postwar era, the area west of the I-805 had been entirely built out predominantly with small-scale single-family residences. However, the older housing stock was deteriorating, commercial areas were struggling, and services for lower-income residents were lacking.

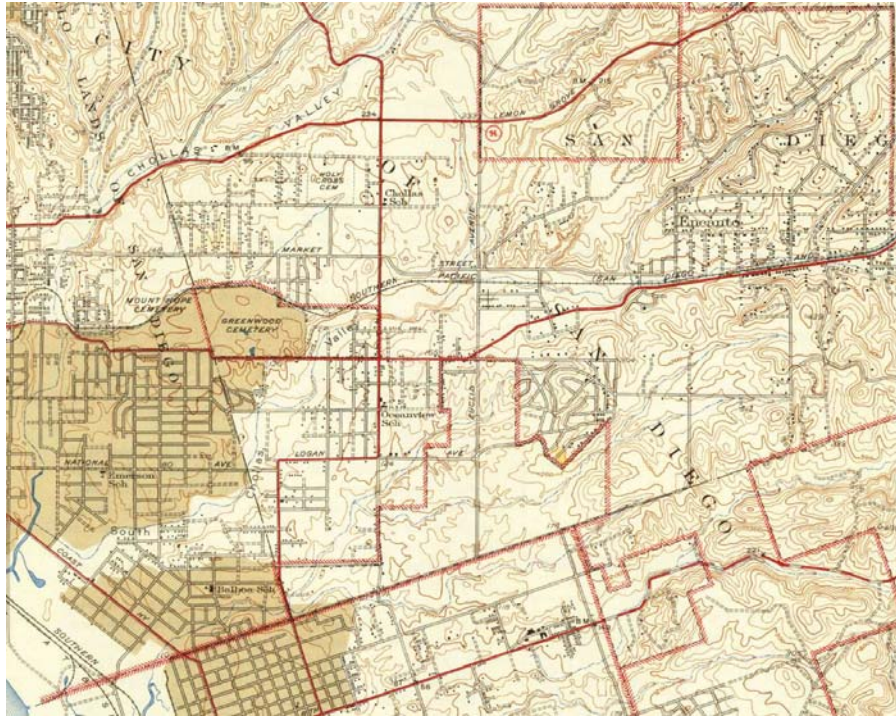
Construction in the Encanto neighborhood also continued. In 1940, a dairy at 65<sup>th</sup> and Wunderlin streets was asked to leave because it was in the middle of a built-up area. The city acquired the property, which is now the Encanto Recreation Center. The closure of the dairy signaled a departure from Encanto's rural and agricultural origins and a distinct shift towards typical suburban residential development.

The biggest changes to the Southeastern San Diego Community Plan area occurred in the Chollas Valley, east of I-805 (**Figures 32-34**). With large tracts of rural land available so close to the center city, postwar developers quickly saw the potential to create new suburbs in the valley. A study of San Diego County Assessor's records revealed that many large subdivisions were recorded in the 1950s and 1960s in what had previously been Ex-Mission Rancho lots. While not a complete history, the following list highlights the largest postwar subdivisions in the plan area:

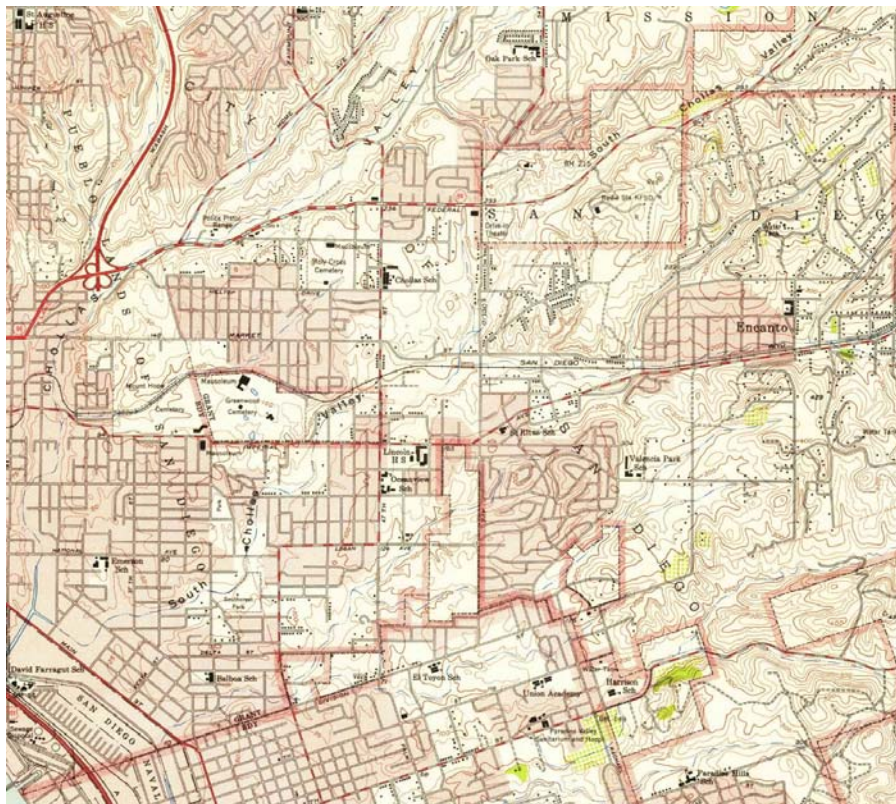
- Ocean View Terrace, south side of Ocean View Boulevard, between Pueblo Lands boundary and San Pasqual Street (1950)
- Donna Estates, east side of Euclid Avenue between Logan Avenue and National City (1952)
- Glenclift, east of 47<sup>th</sup> Street between Hilltop and Market streets (1953)
- Bonnie View, west side of Euclid Avenue between Ocean View Boulevard and National City (1956)
- El Rey Gardens, mobile home park on west side of 47<sup>th</sup> Street between Market and Imperial (1957)
- Emerald Hills Estates, east of Euclid Avenue between Market Street and Highway 94 (1957)
- Chollas View, west of 47<sup>th</sup> Street between Hilltop and Market streets (1958)
- Broadway Heights, north of Mallard between 69<sup>th</sup> Street and Federal Boulevard (circa 1960)
- Casa Bonita, Skyline Drive and 61<sup>st</sup> Street (circa 1965)
- Rancho Cerro Estates, between Division Street and National City (1967)



Figure 32. Aerial view of Chollas Valley, showing postwar subdivisions (September 14, 1957).  
(San Diego History Center Photo Archive, Kazikowski Collection)



**Figure 33. USGS “National City” 7.5-Minute Quadrangle Map, 1944.**  
This map shows settlement in the Chollas Valley at the end of World War II.  
The shaded areas are completely urbanized, and were largely built out at this time.



**Figure 34. USGS “National City” 7.5-Minute Quadrangle Map, 1953.**  
This map shows settlement in the Chollas Valley during the postwar era. The shaded areas are completely urbanized, and were largely built out at this time—greatly increased since the previous map.

Many of these developers constructed speculative housing in their new subdivisions, typically using identical models with a few floor plan variations. Emerald Hills Estates is the best example of this type of housing tract constructed during the postwar period in the plan area (**Figure 35**). Developed by Walter Bollenbacher and Louis L. Kelton in 1957, Emerald Hills was a huge success. The pair had just finished developing Allied Gardens, a large housing tract in northern San Diego constructed in 1955. A June 1957 article in the *San Diego Union* announced the opening of the Emerald Hills subdivision, touting the modern qualities of its Cinderella Ranch style homes: “New styles with exterior architectural frills are offered in the Emerald Hills subdivision. Some of the houses have low sweeping eave overhangs with scalloped trim, ornate shutters, and other such features...The new models range in size from two to four bedrooms, including models with two bedrooms and a den and another with three bedrooms and an all-purpose room.”<sup>108</sup>



Figure 35. Aerial view of Emerald Hills Subdivision (July 31, 1957), shortly after construction. (San Diego History Center Photo Archive, Kazikowski Collection)

### Re-Zoning Logan Heights & Declining Socioeconomic Conditions

In the 1950s, the City of San Diego rezoned the greater Logan Heights area—especially in present-day Barrio Logan—from primarily residential to an industrial or mixed-use classification. This zoning change resulted in major changes to the land use and character of the neighborhood: commercial and industrial businesses were now located adjacent to residences, and noisy, unsightly automotive scrap yards proliferated.<sup>109</sup>

This zoning change combined with municipal transportation decisions and post-war migration patterns to created conditions of blight in the Southeastern San Diego Community Plan Area, especially in greater Logan Heights. By the mid-1960s, housing and environmental conditions had deteriorated badly enough to gain the attention of the Planning Department. The neighborhood was described in 1971 as:

[...] relatively isolated from the rest of the City and bisected by freeways. Many streets and alleys are unimproved and an outdated street pattern permits heavy and frequent vehicular traffic through residential streets [...] characterized by illogical zoning, nonconforming uses, lack of development controls, and a high percentage of substandard dwellings.<sup>110</sup>

As a result, Southeast San Diego (roughly equivalent to the greater Logan Heights area) was one of two neighborhoods in San Diego officially designated as “Model Cities Neighborhoods” (Figure 36). A comprehensive profile of Southeast San Diego was prepared for the Model Cities Program in 1968,<sup>111</sup> and an action plan for fixing the decay was developed in 1972.<sup>112</sup> The Model Cities Program was created under the Demonstration Cities and Metropolitan Development Act of 1966, which was an ambitious federal urban aid program that operated nationwide from 1966 to 1974.<sup>113</sup>

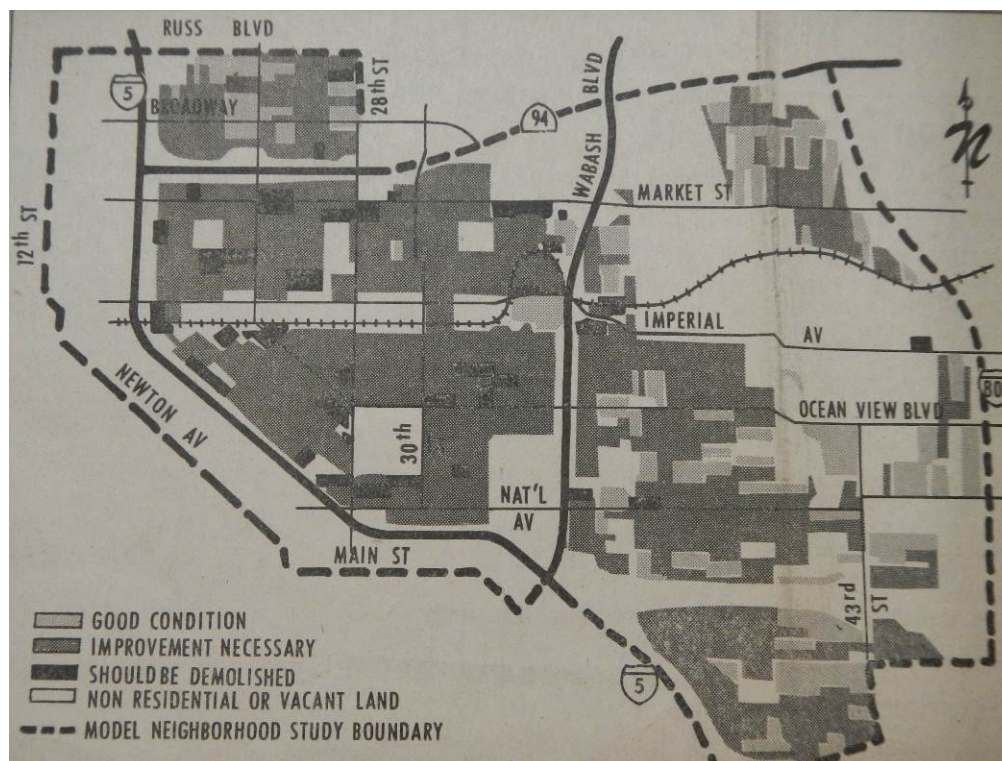


Figure 36. A circa 1972 newspaper article about the Model Neighborhoods project presents and describes this map: “The shadows of blight, decay and disrepair are shown in this map survey of housing conditions in near-Southeast San Diego. Only the lightly shaded areas have housing in good condition. The darkest shading signifies that the structures are past renovation and must be torn down.” (San Diego Public Library, Vertical Files)

### Housing Discrimination & Racial Politics

Restrictive zoning and discriminatory covenants in other parts of the city reinforced the segregated living conditions that had begun in the 1920s, and the Southeastern San Diego Community Plan Area became home to a majority of San Diego’s poor and non-white residents during the postwar era.

During the war, the federal policy of “no discrimination based on race, color or creed” meant that defense housing projects offered an opportunity, albeit limited, for racial minorities to move out of the increasingly blighted neighborhoods in Southeastern San Diego. Housing projects such as Linda Vista (in the hills north of the plan area) and Midway (near the airport) were the only places outside of Southeastern San Diego with notable concentrations of blacks and Hispanics. However, this practice did not last long after the war, and minority newcomers were again forced to live in Southeastern San Diego, especially Logan Heights and Memorial Park.<sup>114</sup>

A few opportunities for racial integration did exist in portions of the plan area, especially near Encanto. Many African-Americans moved to Encanto and Valencia Park from Logan Heights in the 1950s and 1960s, taking advantage of the first opportunity they had to own homes.<sup>115</sup> One of the first non-segregated residential subdivisions in the city was located just south of Encanto in 1955:

Plans for the proposed “non-segregated” residential development of 300-400 homes in a 110-acre tract south of Encanto were announced yesterday by Fred I. Gray, real estate agent, who said building may be started in the spring. Gray said the proposed tract at Skyline and 69<sup>th</sup> Street...will include frame and stucco homes with two, three and four bedrooms and two bathrooms. The developers plan to apply for FHA and GI financing.<sup>116</sup>

This new subdivision was located just outside the plan area, but the presence of the first actively racially integrated subdivision likely encouraged others to move to Encanto proper. Some racial tensions existed and many long-term white residents moved to wealthier, segregated sections of the city when African-Americans moved into the neighborhood, but Encanto was generally praised in the press for its peaceful and inclusive qualities at a time when tensions were rising in the western half of the plan area.

Emerald Hills Estates, a 1957 subdivision, was technically open to all, although that was not always evident in practice. According to a 1961 newspaper article, a plan was developed under which white residents of the mixed-race subdivision could trade their homes for other residences in housing developments elsewhere. The plan was devised by Irvin J. Kahn, but was criticized by the NAACP as well as by residents of the area. A minimum of 200 homes was needed to put the plan into effect, but only 17 applications were received.<sup>117</sup>

Passage of the Civil Rights Act of 1964 and the Fair Housing Act of 1968 formally put an end to discriminatory housing practices, but Southeastern San Diego never fully recovered from the declining socioeconomic conditions that had been exacerbated by years of segregated living.

### **Commercial Development**

In the postwar era, “car culture” pervaded Southern California, and commercial development catered to the increasing number of car owners. New property types such as car washes, drive-in restaurants, and drive-in movie theatres were built, and new avant-garde roadside architectural styles were developed to catch the eye of drivers. For example, a large drive-in theatre was constructed at the corner of Euclid Avenue and Federal Boulevard in 1948. It was located just north of the plan area, on the north side of Highway 94 (no longer extant). Though not in the plan area, it represents mid-century commercial types that used the Art Moderne architectural style. Another example within the plan area is the Johnson Wilshire Gas Station at 4689 Market Street (HRB site #954). Built in 1962, the gas station embodies the features of the futurist Googie style with a canopy that covers three rows of fueling pumps. The canopy is pierced by three diagonal metal supports, much like car wash designs of the period.

Another architectural type exhibited in World War II-era and post-war commercial and light industrial buildings is the Quonset hut. Quonset huts were developed during World War II when the U.S. military needed a prefabricated shelter that could be easily assembled. After the war, the corrugated metal buildings were adapted to non-military uses such as commercial buildings and warehouses.<sup>118</sup> Examples exist at two auto parts stores at 2828 and 2855 Market Street (primary façades altered).

In general, though, the long-standing business districts in Southeastern San Diego reached their height of prosperity at earlier times, so concentrations of mid-century commercial buildings do not appear common. For instance, the business district in Logan Heights, located on Logan and National avenues, was most prosperous during the 1920s.<sup>119</sup> Relatively few examples of postwar commercial properties were observed within the plan area today, but those that exemplify postwar styles and trends may be considered significant.

## FREEWAY CONSTRUCTION

As the population in Southern California continued to expand after World War II, increasing traffic congestion led city engineers to create a new transportation system to move large volumes of cars quickly without having to pass through congested business districts. In San Diego, master planning for the new freeways began in the early 1950s, and the Southeastern San Diego Community Plan Area was heavily affected by these plans. Large swaths of the neighborhood were razed in the 1950s and 1960s to make way for the six- and eight-lane freeways, effectively eliminating the once-fluid edges of the neighborhood. The freeways not only demolished some of the area's oldest buildings, but also displaced families and businesses and exacerbated social issues. Socioeconomic consequences caused by the freeway construction included segregation of lower-income and ethnic minorities; reduction in existing affordable housing stock; and separation of communities from services such as stores, churches, and schools.

- **Highway 15 (originally Wabash Freeway, now Escondido Freeway):** Construction of the Wabash Freeway began in 1954, and was completed by 1955.<sup>120</sup> The new freeway was essentially a southern extension of Wabash Avenue, which was a parkway north of the plan area in the 1930s. Through the plan area, the freeway ran roughly along 34<sup>th</sup> Street. Although some buildings were demolished to accommodate the roadway, not as many were removed because this area was still not fully built out.
- **Highway 94 (Martin Luther King, Jr. Freeway):** Highway 94 was designed to connect San Diego to Lemon Grove, La Mesa, and El Cajon to the east, and was completed in three stages between 1956 and 1958 (**Figures 37, 39 & 41**). The eastern section (Euclid Avenue to College Avenue) was the first to be completed in January 1957. At the same time, the second section (Wabash Freeway to Euclid Avenue) was under construction, opening to traffic in April 1957; this section ran roughly parallel to Federal Boulevard, which was already a main thoroughfare at the time. The final section was a three-mile stretch at the west end of the eight-lane highway that ran from 18<sup>th</sup> and F streets to the Wabash Freeway. The land was cleared in 1957—everything on the blocks between F and G streets was demolished between 17<sup>th</sup> and 30<sup>th</sup> streets—and construction was finished in 1958. Highway 94 was designed to connect to the Crosstown Freeway at 18<sup>th</sup> and F streets, which occurred in the 1960s.<sup>121</sup> Highway 94 now forms the northern edge of the plan area.
- **Interstate 5 (Crosstown Freeway, originally US-101):** The Crosstown Freeway was planned by the state Division of Highways in 1955 as a southern extension of U.S. 101 from Los Angeles.<sup>122</sup> The freeway was completed in five stages between 1959 and 1964; the section of the freeway running through the project area was completed in 1963 during the third and fourth stages of the project.<sup>123</sup> The freeway ran through the heart of Logan Heights, and split the neighborhood in half (**Figures 38 & 40**). An entire block between Kearny and Logan Avenues was razed to make way for the road. The northern half of Logan Heights was cut off from the commercial center on Logan Avenue, while residents of Barrio Logan were separated from the churches and schools to the north.<sup>124</sup> Similarly, Sherman Heights was divorced from downtown when residences and businesses on both

sides of 18<sup>th</sup> Street were demolished from Market to Commercial streets. I-5 now forms the hard western edge of the plan area.

- **Interstate 805:** I-805 was a late addition to the freeway system in San Diego, designed to connect the Sorrento Valley with San Ysidro to the south. The first few sections were completed in the early 1970s, with the road's southern terminus at Highway 94 in 1972. By 1975, USGS Quadrangle maps show the completed I-805 segment through the Southeastern San Diego Community Plan Area.<sup>125</sup> I-805 now bisects the Southeast and Encanto portions of the plan area.
- **Highway 252 (never built):** California Highway 252 was a planned 1.2-mile, 6 lane connector road between I-5 and I-805 that was scheduled to run along what was once Alpha Street, just north of the National City border. In the late 1960s, the California Department of Transportation bought the land and demolished 280 houses along the 33-acre corridor to make way for the freeway, which was never built. In the early 1990s, the corridor was developed with single-family homes, a senior citizens' complex, and commercial space.<sup>126</sup>

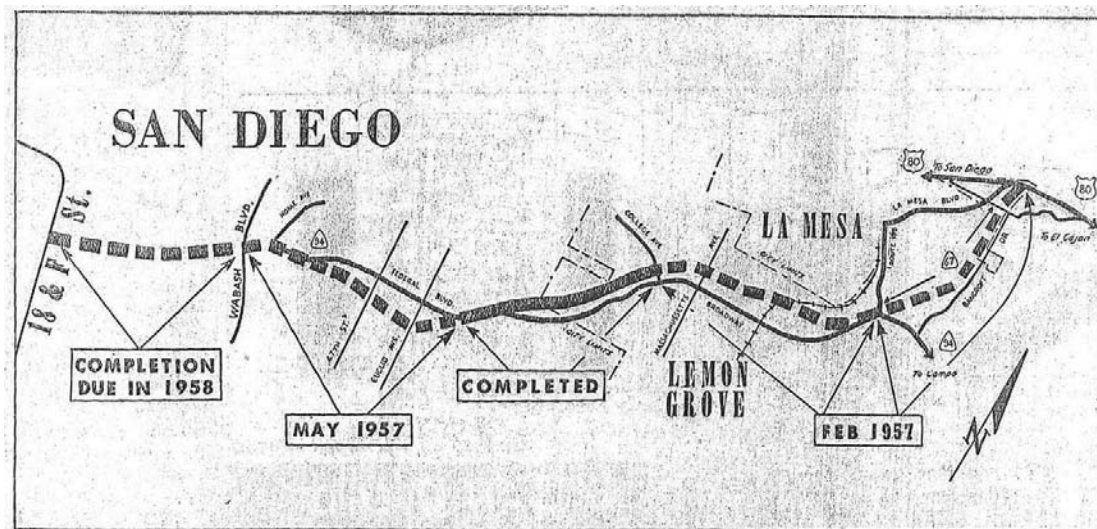


Figure 37. 1956 plans for Highway 94  
 San Diego Union (13 May 1956)

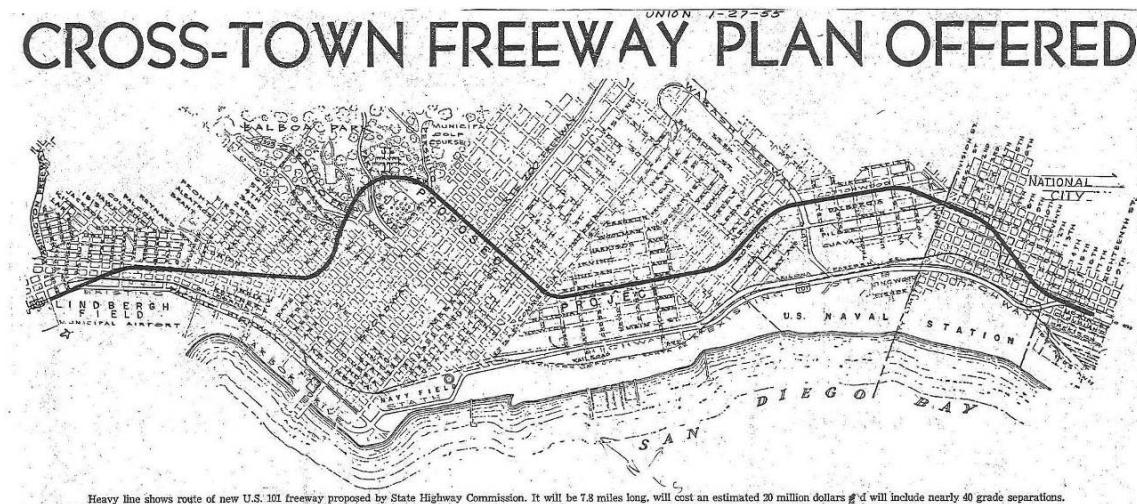


Figure 38. 1955 plans for "Crosstown Freeway" (originally US-101, now I-5)  
 San Diego Union (27 January 1955)



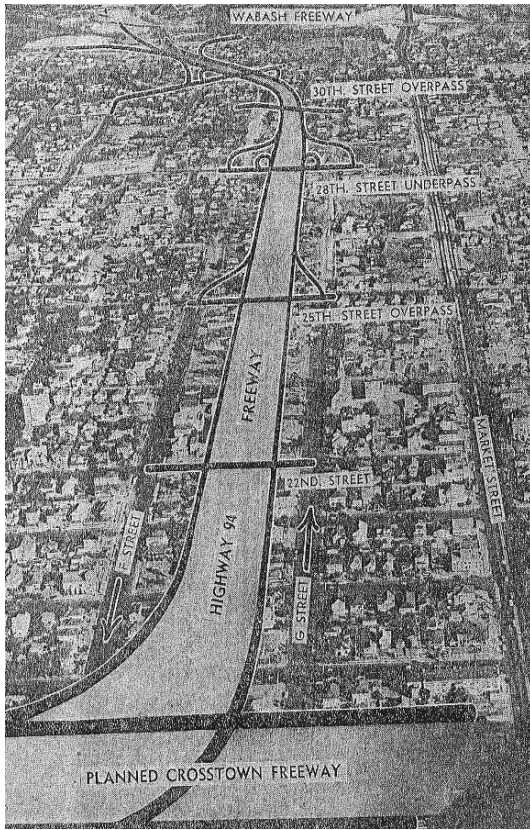


Figure 39. Demolition for Highway 94, through Sherman Heights  
(San Diego Tribune, 4 January 1957)

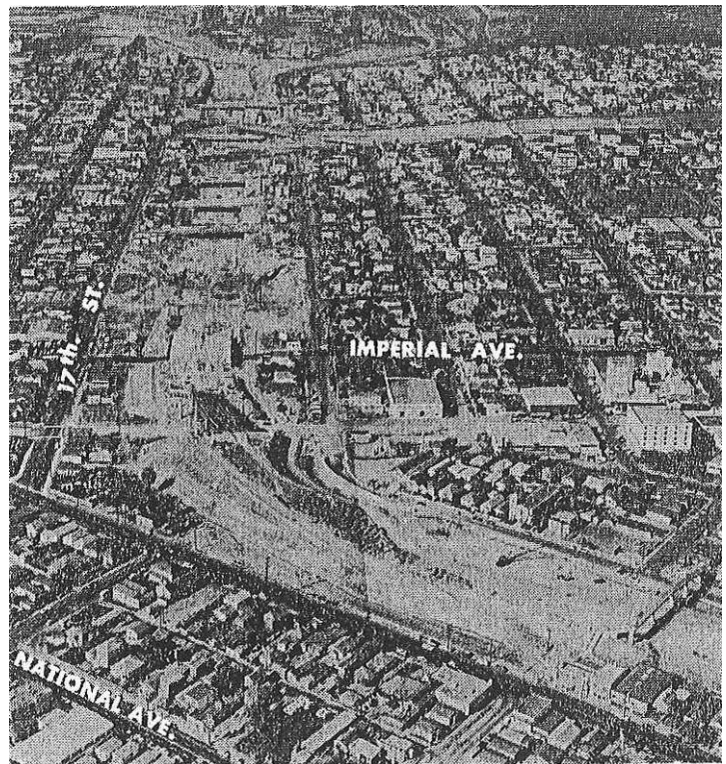


Figure 40. Demolition for I-5, through Logan Heights  
(San Diego Union, 17 October 1962)



Figure 41. Aerial view over Euclid Avenue and Highway 94, showing drive-in movie theatre on Federal Boulevard (1958)  
(San Diego History Center Photo Archive, #92:18835-407)

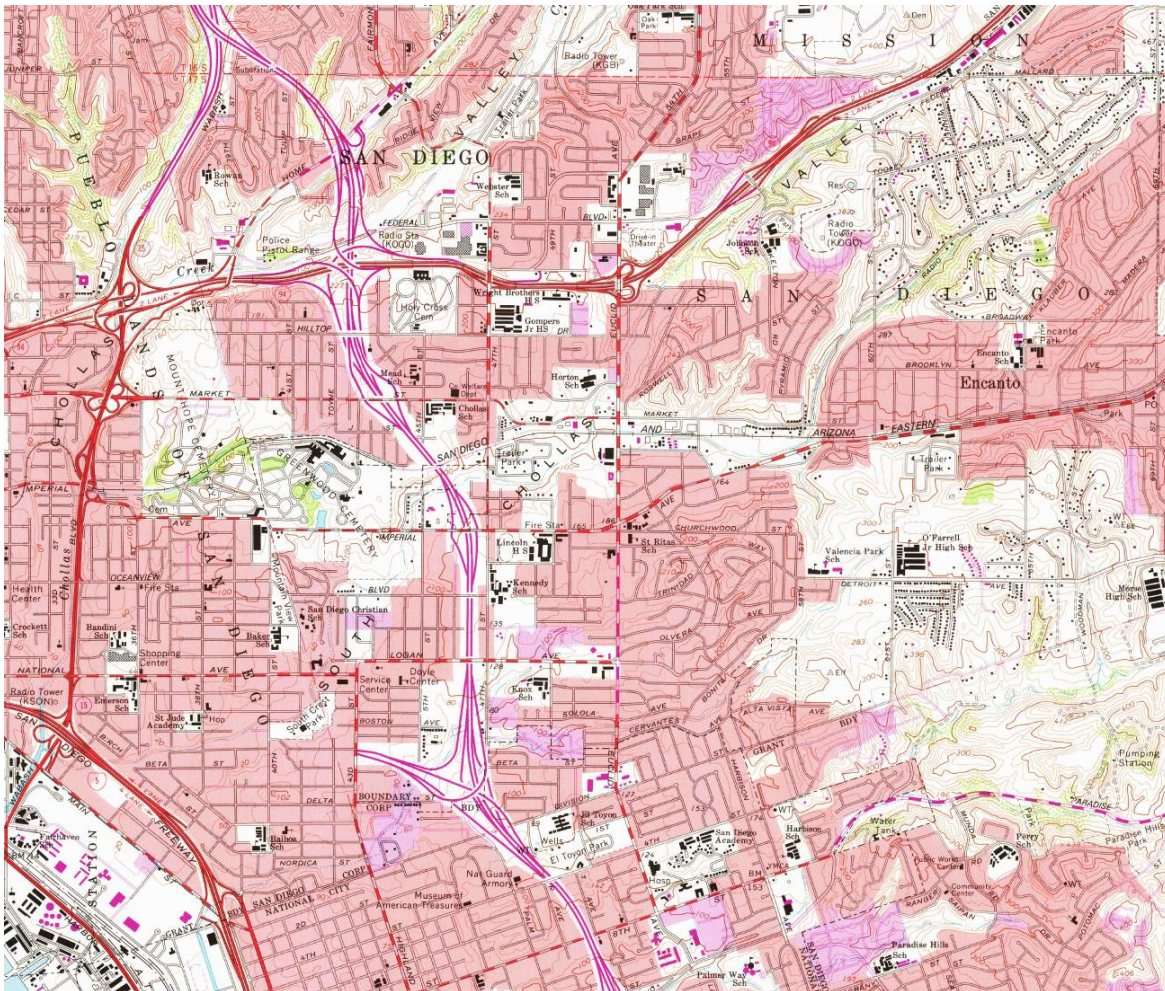


Figure 42. USGS “National City” 7.5-Minute Quadrangle Map, 1967, photo revised 1975.

This map shows settlement in the Chollas Valley at the end of the postwar period, including freeways. The pink shaded areas were completely urbanized by 1967, while the purple shaded areas were settled between 1967 and 1975.

## EDUCATION & SOCIAL SERVICES

### Schools

Homes in Southeastern San Diego were built so fast during the postwar period that schools struggled to keep up with the demand of the “baby boom.” Many schools were first opened in portable buildings, and were replaced later with more permanent construction. Unlike schools from previous periods, these postwar schools are still extant and in good condition today. All were designed in the Modern style:

- **Valencia Park Elementary School** opened in 1951 at Skyline Drive and Valencia Parkway, and was the fifth new school in San Diego opened that year alone. The school was intended to relieve overcrowding at Ocean View School, which had been holding double sessions to accommodate a high volume of students.<sup>127</sup>
- **Gompers Junior High School** opened in 1955 at 47<sup>th</sup> Street and Hilltop Drive to serve the Chollas View neighborhood, and was named for labor union leader Samuel Gompers. The school was designed with long classroom wings linked together by covered pathways and open courtyards

(Figure 43). Today the school is run as Gompers Preparatory Academy, a charter school that serves grades 6 through 12.<sup>128</sup>

- **Johnson Elementary School** opened in 1957 at 1355 Kelton Road to teach children in the popular new Emerald Hills Estates subdivision.<sup>129</sup>
- **Horton Elementary School** opened circa 1958 on Guymon Street (near Market Street and Euclid Avenue) to serve the Chollas View and Lincoln Park neighborhoods.<sup>130</sup>
- **Knox Elementary School** opened in 1957 at S. 49<sup>th</sup> Street and Logan Avenue. The school was built at a cost of \$338,764 and was named in honor of Harley E. Knox, former Mayor of San Diego. The school now operates as Knox Middle School, and serves preschool to 8<sup>th</sup> grade students in the Lincoln Park neighborhood.<sup>131</sup>
- **O'Farrell Middle School** opened in 1959 as Mabel E. O'Farrell Junior High on Skyline Drive at S. 61<sup>st</sup> Street to serve Valencia Park and Encanto.<sup>132</sup>

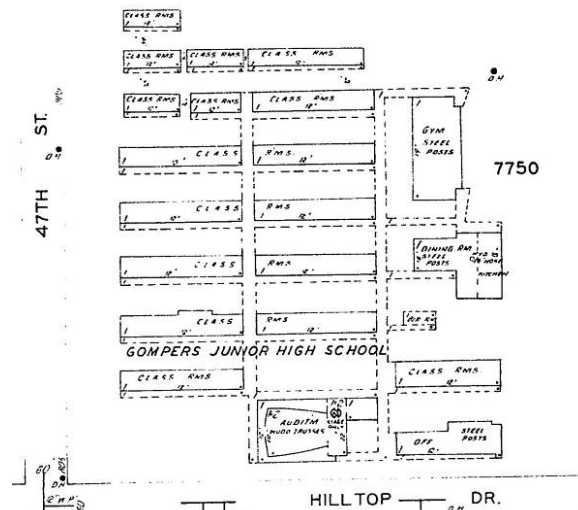


Figure 43. Sanborn Fire Insurance Map (1956), detail of Gompers Junior High School

In addition to the new schools, existing schools were remodeled and expanded. Schools that still retain their Mid-Century Modern designs from this period include: Chollas/Mead Elementary, Balboa Elementary, Stockton Elementary, Emerson/Bandini Elementary, and Encanto Elementary.

### Parks



Many of the neighborhoods had their own parks developed in previous periods, but a few notable parks were built during the postwar era:

- Land for the **Encanto Recreation Center** was acquired by the City in 1940 and the facility was built in 1964. The senior center was added in 1966 and the fields were completed in 1986.<sup>133</sup> [
- In 1949, land at the 41<sup>st</sup> Street between Newton and Keeler avenues, and at 40<sup>th</sup> and Alpha streets, was acquired to build **Southcrest Community Park**. The Southcrest Civic Club built the original building at this site for a cost of \$30,000, then donated it to the City of San Diego. Materials and labor were donated by local merchants, residents and labor unions. The center was dedicated in 1950.<sup>134</sup> <sup>135</sup> In 1965, it the Southcrest Recreation Center was remodeled to include a gym, three conference rooms, a craft room, an office, dressing rooms, storerooms, and a kitchen.<sup>136</sup>
- **Emerald Hills Park** was established circa 1960 on land that had been used as a golf course prior to World War II (described in previous chapter).

## ASSOCIATED PROPERTY TYPES & REGISTRATION REQUIREMENTS (1940 – 1967)



This section discusses the property types associated with the significant themes of the “Freeway Era” development period, and can be used as a guide for evaluating the significance of potentially eligible properties within the Southeastern San Diego Community Plan. Please refer to **Chapter III. Guidelines for Evaluation** (pages 10-19) for additional information about how to evaluate historic properties. This includes the definition of the significance criteria and the detailed discussion of the various aspects of integrity.

### Residential: Residential Subdivisions

Typical Example(s)	Character-Defining Features
 <p>43<sup>rd</sup> Street between J and Market streets</p>  <p>811 Bollenbacher Street</p>	<ul style="list-style-type: none"> <li>▪ Location in an postwar subdivision, typically in the Chollas Valley or Encanto</li> <li>▪ Architectural style and form from this period, including Minimal Traditional, Streamline Moderne, and Ranch (Traditional, Contemporary or Cinderella varieties)</li> <li>▪ One story in height</li> <li>▪ Integral garage or carport on primary façade</li> <li>▪ Flat or shallow gable or hipped roofs</li> <li>▪ Wood or stucco cladding</li> </ul>
<p><b>Significance Statement</b></p> <p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i></p>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Residences from this period may be significant for their association with the theme of large-scale residential tract development in the postwar era. Suburban development patterns are typically better represented by groups of residences because the street grid, landscaping, and homogeneous building types can combine to clearly illustrate the theme of suburbanization. Historic districts are thus much more likely to be significant under this criterion than individual properties. In Southeastern San Diego, subdivisions being considered under this criterion should be compared to the larger regional, state, and national context in order to distinguish exceptional examples of postwar planning trends. Additionally, residential subdivisions may be significant under this criterion for their association with minority migration and racial integration in an era when discriminatory housing practices prevailed. This is especially likely in Encanto and Valencia Park; focused census or city directory research may help identify properties associated with postwar minority settlement patterns.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Residences from this period may be significant for their association with persons important to San Diego history. If an association with a significant person is discovered, the residence should be compared to other associated properties (such as a residence or place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Residences from this period may be significant for their architecture as an example of the suburban housing building type. Again, the theme of suburban development is best exemplified by homogenous housing tracts, and thus historic districts</li> </ul>	

<p>are more likely to be significant than individual properties. For both individual properties and districts, the ubiquity of this building type means that architectural significance is best reserved for buildings that demonstrate particularly strong artistic merit or that clearly demonstrate the influence of a particular architect or builder. For example, the collection of Cinderella Ranch style houses in Emerald Hills (<i>pictured above</i>) stands out among similar subdivisions for the unique, cohesive design of its buildings and streets. Resources qualified under this criterion must be excellent examples of types and/or styles and retain most of their original features.</p>
<p><b>Minimum Integrity Threshold</b></p>
<p><i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i></p>
<ul style="list-style-type: none"> <li>▪ Exceptional example of residential architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains original entry, window, and/or roofline ornamentation</li> <li>▪ Retains original cladding</li> <li>▪ Retains original windows and doors (or match in location, pattern, size, and materials)</li> <li>▪ In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity</li> </ul>
<p><b>Additional Integrity Considerations</b></p>
<p><i>Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.</i></p>
<ul style="list-style-type: none"> <li>▪ <b>Security:</b> It is common for residences in Southeastern San Diego to have metal security grates on their doors and windows. These grates are acceptable as long as the original windows are still in place underneath the grates.</li> <li>▪ <b>Stairs &amp; Porches:</b> It is generally acceptable for entry stairs and porch features to have been replaced, as these are subject to greater deterioration from weathering and use. However, replacement porches should substantially conform to the original configuration. Incompatible porch replacement would likely jeopardize a residence’s eligibility for listing.</li> <li>▪ <b>Additions:</b> Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building’s form and scale are not acceptable.</li> <li>▪ <b>Landscaping:</b> The presence of original site or landscape features is not essential, but could enhance a property’s significance and integrity. Properties that retain elements such as walls, fences, steps, paths, and heritage trees are more likely to qualify for listing.</li> </ul>

Social/Community: Schools

Typical Example(s)	Character-Defining Features
 <p>Stockton Elementary School (now King/Chavez Primary Academy), 415 31<sup>st</sup> Street</p>  <p>Grompers Jr. High School (now Gompers Preparatory Academy), 1005 47<sup>th</sup> Street</p>	<ul style="list-style-type: none"> <li>▪ Use as a school</li> <li>▪ Location in an postwar subdivision, typically in the Chollas Valley or Encanto</li> <li>▪ Architectural style and form from this period, including International and Modern styles</li> <li>▪ Long, low forms, often with interconnected classroom wings</li> <li>▪ One to two stories in height</li> <li>▪ Flat or shallow gable or hipped roofs</li> <li>▪ Stucco cladding</li> <li>▪ Steel or aluminum windows</li> </ul>
<b>Significance Statement</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Schools from this period may be significant for their association with educational improvements in response to the postwar baby boom. School construction during this period was extensive, and illustrates the city’s response to the rapid influx of people and construction of housing after the war.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Schools from this period may be significant for their association with persons important to San Diego history. If an association with a significant person is discovered, the school should be compared to other associated properties (such as a residence or place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant. Please note that properties named to commemorate the life of an important person, as most schools are, cannot be considered significant for the value of the person being memorialized.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Schools from this period may be significant for their architecture as an example of a Mid-Century Modern architectural style, or the postwar school building type. For example, Gompers Middle School (<i>pictured above</i>) stands out among similar buildings as an exceptionally intact example of the type of indoor-outdoor school environment that was developed in Southern California in the postwar era. Resources qualified under this criterion must be excellent examples of types and/or styles and retain most of their original features.</li> </ul>	
<b>Minimum Integrity Threshold</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i>	
<ul style="list-style-type: none"> <li>▪ Exceptional example of institutional architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains original entry, window, and/or roofline ornamentation</li> <li>▪ Retains original cladding</li> </ul>	

- Retains original windows and doors (or match in location, pattern, size, and materials)

**Additional Integrity Considerations**

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Additions:** Most schools in San Diego have undergone changes since their original construction, most commonly the addition of new classroom space to increase the school's capacity. Additions on the campus that have respected the scale and configuration of the original building(s) are generally acceptable.

Commercial

Typical Example(s)	Character-Defining Features
 <p>Johnson Wilshire Gas Station at 4689 Market Street (HRB site #954) at 4689 Market Street</p>  <p>2828 Market Street</p>	<ul style="list-style-type: none"> <li>▪ Commercial use, often associated with car culture</li> <li>▪ Location along a commercial corridor such as Imperial Avenue, National Avenue, Logan Avenue, Market Street, or Ocean View Boulevard</li> <li>▪ Architectural style and form from this period, including Art Moderne, Googie, Quonset Hut, and Modern styles</li> <li>▪ Built to front property line or set back behind paved parking lot</li> <li>▪ Flat, shed, gable, or barrel roof</li> <li>▪ Concrete, stucco, brick veneer, or metal cladding</li> <li>▪ Metal storefront systems</li> </ul>
<b>Significance Statement</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must be significant under at least one of the following criteria.</i>	
<ul style="list-style-type: none"> <li>▪ <b>NRHP A/CRHR 1/HRB A&amp;B (Events):</b> Commercial properties from this period may be significant for their association with the theme of automobile-related development. Garages and gas stations are especially good at representing the physical changes caused by the increasing popularity of the private automobile. Commercial properties may also contribute to historic districts because they help illustrate the economic forces shaping development during this period.</li> <li>▪ <b>NRHP B/CRHR 2/HRB B (Persons):</b> Commercial properties from this period may be significant for their association with persons important to San Diego history, such as a prominent merchant or professional. If an association with a significant person is discovered, the building should be compared to other associated properties (such as a residence or other place of business) to identify which property(s) best represent that person’s achievements or reasons for being significant.</li> <li>▪ <b>NRHP C/CRHR 3/HRB C&amp;D (Architecture):</b> Commercial properties from this period may be significant for their architecture as an example of this type and period of construction, particularly because commercial properties from this era in Southeastern San Diego appear rare. They are not likely to represent the work of master architects or prominent builders. Resources qualified under this criterion should be good examples of types and/or styles and retain most of their original features.</li> </ul>	
<b>Minimum Integrity Threshold</b>	
<i>In order to be eligible for listing in the local, state or national historical register, a property of this type and from this period must retain sufficient integrity to convey its significance. The minimum features required to retain integrity are as follows.</i>	
<ul style="list-style-type: none"> <li>▪ Clear example of commercial architecture from this period</li> <li>▪ Retains original form and roofline</li> <li>▪ Retains nearly all of the original storefront configuration</li> <li>▪ Retains a substantial portion of its original ornamentation, if applicable</li> </ul>	



- Retains original concrete, stucco, brick veneer and/or metal cladding
- In historic districts, at least two-thirds of the properties must qualify as contributors in order for the district to retain integrity

**Additional Integrity Considerations**

*Additional items to consider when evaluating the integrity of a property of this type and from this period include the following.*

- **Storefronts:** It is common for commercial properties from this era to have had their storefronts replaced since the original construction of the building. Buildings with replacement storefronts may be eligible if the general shape and configuration is similar to the original.
- **Additions:** Rear additions that have respected the scale of the original building are generally acceptable. However, additions that compromise a building's form and scale are not acceptable.

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- <sup>121</sup> *San Diego Union* (4 January 1957). *San Diego Union* (13 May 1956)
- <sup>122</sup> *San Diego Union* (27 January 1955)
- <sup>123</sup> *San Diego Union* (17 October 1962)
- <sup>124</sup> *Barrio Logan Historical Resources Survey* (February 2011), 53.
- <sup>125</sup> *San Diego Union* (19 March 1972).
- <sup>126</sup> *Los Angeles Times* (3 August 1988)
- <sup>127</sup> *San Diego Union* (23 November 1951)
- <sup>128</sup> Sanborn Fire Insurance Maps, 1940, republished 1956.
- <sup>129</sup> *San Diego Union* (15 December 1957)
- <sup>130</sup> San Diego History Center Photo Archive
- <sup>131</sup> San Diego Unified School District, “Knox Middle School: Knox History,” <http://www.sandi.net/site/Default.aspx?PageID=13603>
- <sup>132</sup> San Diego Unified School District, “Our District: The 1950s,” <http://www.sandi.net/page/23>
- <sup>133</sup> City of San Diego Park & Recreation, “Encanto Recreation Center,” <http://www.sandiego.gov/park-and-recreation/centers/encanto.shtml>.



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<sup>134</sup> City of San Diego Park & Recreation, “Southcrest Recreation Center,” <http://www.sandiego.gov/park-and-recreation/centers/recctr/southcrest.shtml>

<sup>135</sup> *San Diego Union* (13 July 1949)

<sup>136</sup> *San Diego Union* (14 January 1965)



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## 9 HISTORIC PRESERVATION

As one of the oldest settled communities in the City of San Diego, Southeastern San Diego has deep connections to the area's rich history and culture. Historic preservation plays an important role in maintaining the community's character and identity, and enhancing the quality of the built environment to ensure the community is an attractive and desirable place for residents and visitors. The goals and policies of the Historic Preservation Element focus on the identification and protection of Southeastern San Diego's historical and cultural resources, and support educational opportunities and incentives to highlight, maintain, and preserve historic resources. These policies along with the General Plan policies provide a comprehensive historic preservation strategy for Southeastern San Diego.

## GOALS

1. Identification and preservation of Southeastern San Diego’s significant historical resources.
2. Greater use of educational opportunities and incentives to highlight, maintain, and preserve Southeastern San Diego’s historic resources.

**TABLE 9-1: HISTORIC PRESERVATION TOPICS ALSO COVERED IN OTHER PLAN ELEMENTS**

HISTORIC PRESERVATION TOPIC AREAS	LAND USE	URBAN DESIGN	ECONOMIC PROSPERITY	CONSERVATION AND SUSTAINABILITY	ARTS AND CULTURE
Identification of historical and cultural resources			X		X
Preservation of historical and cultural resources	X	X	X	X	X

Many aspects of the Plan overlap with the Historic Preservation Element. For example, Historic Preservation is closely correlated with the Land Use, Economic Prosperity, and Arts and Culture elements. Table 9-1 shows some of the issues that may be covered in more than one element in the Plan, including Conservation and Sustainability and Urban Design.

The Community Plan’s Historic Preservation Element supports the Historic Preservation Element in the General Plan, whose purpose is to preserve, protect, re-

store and rehabilitate historical and cultural resources throughout the City of San Diego. It is also the intent of the element to improve the quality of the built environment, encourage appreciation for the City’s history and culture, maintain the character and identity of communities, and contribute to the City’s economic vitality through historic preservation. The element’s goals for achieving this include identifying and preserving historical resources, and educating citizens about the benefits of, and incentives for, historic preservation.

## 9.1 Identification and Preservation of Historical Resources

Southeastern San Diego has rich historical resources representing human settlements that date hundreds of years into the past. The history of its people and its physical form are closely connected, as documented in the historical and cultural resource technical studies prepared for this Plan.

### Archaeology Study

In Southeastern San Diego and Encanto Neighborhoods, 32 cultural resources have been recorded. The 13 prehistoric resources include two temporary camps; two shell scatters; two shell and lithic scatters; one lithic scatter; one shell, lithic, and groundstone scatter; one shell and lithic scatter with associated midden; one habitation site; the ethnographic village of Las Choyas; and two isolated finds. The 18 historic resources include 13 historic debris deposits, two historic foundations with associated features, two historic debris deposits with associated features, and one historic residence. One multi-component site is also present, consisting of two historic loci and two prehistoric loci.

While the majority of the community of Southeastern San Diego has been developed, numerous previously recorded and newly identified sites and/or features have been observed in a buried context during ground-disturbing construction and infrastructure installation, or maintenance activities.

There are pockets within the community that remain undeveloped, located primarily in canyon areas and

designated parks. The ethnographic village of Las Choyas has been identified archaeologically and ethnographically within the community of Southeastern San Diego and has been previously identified as an area of concern to the local Native American community. Water courses such as Chollas Creek, Imperial Creek, and South Chollas Creek were major transportation corridors and ecological resources used during both prehistoric and historic periods. Given these factors, these areas have a high level of cultural sensitivity. Because cultural resources have also been observed during ground-disturbing activities throughout the community, and because the plan area is crossed by multiple high-potential water courses, the remainder of the community plan area is considered to have a moderate level of sensitivity for buried archaeological resources.

Participation of local Native American tribes is crucial to the protection of cultural resources. Native American participation would be required for all levels of future investigations in the Southeastern San Diego community. Areas that have not been developed should be surveyed prior to any ground-disturbing activities. In areas that have been developed, ground-disturbing activities should be monitored.

### Historic Context

The Southeastern San Diego Historic Context Statement presents the history of Southeastern San Diego's built environment from pre-history to 1967 in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions. The Historic Context Statement identifies periods and themes sig-

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Map of San Diego showing the extent of development in 1904 (top) and showing subdivisions and city limits circa 1910 (middle). San Diego Electric Railway Trolley in Logan Heights (bottom).

nificant in the historical development of Southeastern San Diego which include:

- Pre-History and Early San Diego History (to 1867)
- Building Southeastern San Diego (1868-1916)
  - Acquiring the Land: Early Subdivisions
  - Residential Development
  - Encanto: Suburban Farms
  - Commercial Corridors
  - Development of Social and Community Services
  - Annexation
- Southeastern San Diego Expands (1917-1939)
  - Panama-California Exposition and World War I
  - The Automobile Arrives
  - Ethnic Diversity and Migrations
  - New Municipal Improvements
- Freeway Era (1940-1967)
  - World War II
  - Suburbanization
  - Freeway Construction
  - Education and Social Services

## Pre-History and Early San Diego History (to 1867)

The longest period of human settlement in the San Diego area includes Native American, Spanish, and Mexican habitation, and is the period with the least physical evidence remaining today. As early as 12,000 years ago, Southeastern San Diego was primarily inhabited by the Kumeyaay people (called Diegueños by the Spanish missionaries). The modern built environment in Southeastern San Diego had its start with the Mexican land grants in the San Diego area, namely Pueblo Lands and Ex-Mission Rancho de San Diego de Alcalá, which would serve as the base for all future development in the area. American settlement of San Diego began in 1850 with the subdivision of “New San Diego,” and was solidified in 1867 when Alonzo Horton purchased 800 acres in downtown San Diego and began selling the lots at his real estate office. San Diego city leaders also tried to attract a railroad to further spur development in the city.

No known built resources exist from San Diego’s earliest period within Southeastern San Diego. However, sub-surface archaeological artifacts discovered from this period are likely to yield information about the life and culture of the early Native American, Spanish, Mexican, and early American peoples. These remains are most likely to be found along Chollas Creek and other waterways, and many archaeological sites in the community have already been documented, as discussed previously.

## Building Southeastern San Diego (1868-1916)

Anticipating the arrival of the railroad, Southeastern San Diego was a patchwork of subdivisions and additions in the 1870s. Block and parcel size varied by subdivision, and some of the street grids did not align. One of the most important early subdivisions in San Diego was Sherman's Addition, located on Pueblo Lot 1155, encompassing 160 acres bounded by 15th and 24th streets, between Market and Commercial streets.

The arrival of the railroad had a huge impact on the residential growth of Southeastern San Diego in this early period of development. In 1885, the California Southern Railroad, a subsidiary of the Atchison, Topeka and Santa Fe line, established a line between San Diego and National City. The California Southern Railroad tracks ran along the waterfront through what is now Barrio Logan, with a depot at the foot of present-day Beardsley Street. The San Diego, Cuyamaca and Eastern Railway was completed in 1889, beginning at 9th and N (now Commercial) streets, traveling along N Street, and winding through Mt. Hope Cemetery and Encanto. The present-day San Diego Trolley runs along this historic route. Beginning in 1887, steam, mule-drawn, and then electric trolleys began serving the area. Neighborhoods within a few blocks of the rail and streetcar lines flourished as transportation improvements resulted in a corresponding construction boost, especially in Logan Heights.

Southeastern San Diego, especially west of 30th Street, was predominantly home to middle- and working-class families. Land was affordable, and the area developed

into a small-scale residential area dominated by modest wood-frame cottages and bungalows. In the late nineteenth century, these single-family residences were rendered in Folk Victorian, Queen Anne, and Folk National architectural styles; by the 1910s, residences featured simplified Craftsman and Early Prairie styles. Most had an outbuilding or stable at the rear of the property.

Some of the earliest houses in Southeastern San Diego were large estates, especially in Sherman Heights and Grant Hill. Sherman Heights developed as a fashionable neighborhood for wealthier San Diegans because its hilltop location and proximity to downtown San Diego were desirable. The Sherman House (1886) and Villa Montezuma (1887) are among the most impressive residences in the neighborhood.

Because of the close proximity and ease of connection to San Diego's downtown commercial core, the community remained primarily residential with only scattered neighborhood commercial development. Commercial uses were primarily located along the main transportation corridors linking the neighborhoods together: Imperial Avenue, National Avenue, Logan Avenue, and Market Street. Shops and light industrial uses such as livery stables, breweries, and harness-makers were the primary types of commercial uses in the Planning Area during this period.

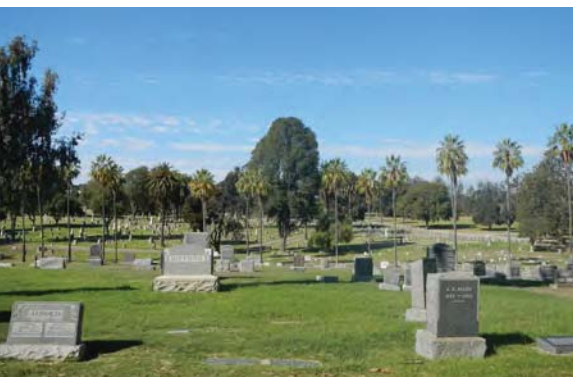
As residential development progressed, schools and churches were constructed to serve the growing community. The locations of schools from this period help to explain the larger residential development patterns, as schools typically indicate a certain concentration of nearby single-family homes for families.



*Example of residential cottages and bungalows from early subdivisions in Southeastern San Diego remain in the community today.*



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*Wood-frame cottages and early multi-family residences (top and middle). The Mt. Hope and Greenwood cemeteries are significant cultural landscapes (bottom).*

## **Southeastern San Diego Expands (1917-1939)**

The 1915 Panama-California Exposition and World War I greatly affected the development of Southeastern San Diego because both the exposition and the war called attention to San Diego and brought new people to the city. At the same time, a dramatic increase in automobile production made cars increasingly affordable to the middle classes. Most of the area had already been subdivided during the real estate booms of the 1880s and the early 1900s. During the interwar period, construction in existing subdivisions grew. By 1930, small-scale residential development now extended all the way to the edge of the Pueblo Lands. The automobile granted more flexibility for developers and homeowners, allowing areas farther from the city center to thrive without relying on public transportation.

Single-family residences were still the primary property type in the community during this period, but the size, style, and layout of the houses began to change to reflect newer architectural trends. The introduction of bungalow courts featured clusters of individual units arranged around a central garden or courtyard, allowing sufficient density while still providing greenery and private space. Bungalow courts included detached garages, indicative of the increasing role of the automobile in urban life. Duplexes and apartment buildings also gained popularity during this interwar period of expansion.

The influence of the automobile resulted in new businesses that catered to car owners. Garages and service stations sprang up along the main commercial corridors in Southeastern San Diego: National Avenue, Lo-

gan Avenue, Ocean View Boulevard, Imperial Avenue, and Market Street. The 1920 Sanborn Fire Insurance maps show a large garage at Imperial Avenue and 30th Street, as well as many corner gas stations along all the main commercial corridors. Furthermore, personal automobile garages soon became a fixture of the new auto-focused lifestyle in Southeastern San Diego.

Like commercial and residential uses, the industrial district was influenced by the automobile. Industrial and light industrial uses no longer had to be located along the rail lines or at the port. The industrial area began to expand into Barrio Logan and the greater Logan Heights area beginning in the 1920s. According to Sanborn Fire Insurance Maps, breweries, bottling works, a concrete block factory, Saratoga Chip Factory, and a candy factory were all located between Kearney and Logan streets (present-day I-5 corridor). Lumber yards and other agricultural industries were located near Encanto.

Beginning in the 1920s, ethnic enclaves began to form in the community, especially in the greater Logan Heights area. This is attributed primarily to the increased use of restrictive covenants in housing contracts in other neighborhoods of San Diego. Minority groups settled in Southeastern San Diego where such restrictions were absent or were not enforced. Other factors likely included proximity to jobs and social institutions such as churches, desire for cultural familiarity amongst others of the same culture, and international events that triggered large-scale population migrations across the country. Additionally, as the automobile opened new lands for settlement, wealthier white residents who had once lived in the neighborhoods close to the downtown

commercial core took the opportunity to move further afield beginning in the 1920s, leaving vacancies for minority groups in the inner city.

The Memorial Park neighborhood became a center of San Diego's African-American population in the mid-1920s. By 1926, six of the city's seven black churches were located in the Memorial Park neighborhood, and by 1940, all eight of the city's black churches were located in the neighborhood.

The 1920s saw a dramatic increase in the Mexican-American population in Southeastern San Diego, as large numbers of immigrants fled to the United States after the Mexican Revolution (1910-1920). Additionally, restrictions on European and Asian immigration imposed by the federal government after World War I left many jobs in agriculture, construction, transportation, and mining available for Mexican immigrants. Many Mexican immigrants settled in Logan Heights, which transformed into the largest concentration of Mexican families in the city during the 1920s. The Neighborhood House was founded downtown in 1916, in keeping with the nationwide "settlement house movement" that sought to reach out to poor migrants. Although the organization's services were available to anyone in need, the primary goal of the Neighborhood House was to assist San Diego's Mexican immigrants.

During the 1920s and 1930s, the Japanese population in San Diego was scattered throughout the city in locations such as Mission Valley and Pacific Beach, as well as surrounding areas including Spring Valley, Chula Vista and Otay Mesa. Japanese community buildings were established in Southeastern San Diego, close to

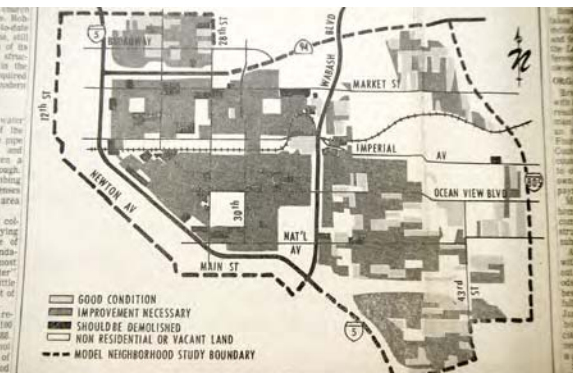


Apartment buildings, top, and bungalow courts, middle, were popular during the 1920s and 1930s. Commercial buildings, like the one pictured at the bottom, also appeared along main commercial corridors in this period.



During the 1920s, the Logan Heights and Memorial Park neighborhoods became centers of San Diego's Mexican-American and African-American populations. Calvary Baptist (top) and Our Lady of Guadalupe (bottom) are part of this history.

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Aerial view of Chollas Valley, showing postwar subdivisions in 1957 (top). A map from the Model Neighborhoods project (bottom), in which dark shading was used to indicate “that the structures are past renovation and must be torn down.”

populated enclaves downtown. For example, a Buddhist Temple of San Diego was established at 2929 Market Street in Grant Hill in 1928.

The Japanese families that settled in Southeastern San Diego were forced to move to internment camps during World War II. Following the war, most who had owned agricultural land did not, or could not, return to their properties and resettled elsewhere.

### Freeway Era (1940-1967)

San Diego has long had a military presence, but its place as a major military hub was solidified when the United States entered World War II in 1941. Naval Station San Diego, at the foot of 32nd Street just south of the community, was the largest Navy base on the West Coast and the home port of the U.S. Pacific Fleet. The influx of military personnel and defense workers created an immense housing shortage in San Diego. Fifty thousand workers arrived in the city in 1940 alone. In Southeastern San Diego, the “Dells” defense housing project was completed circa 1945 and demolished in 1955. Aerial photos from 1946 also reveal a large housing complex just north of Greenwood Memorial Park (south of Market Street at 43rd Street) labeled as “Market Street Extension Housing.” About four blocks of the development still exist today between 43rd Street and I-805.

The postwar era saw the rapid expansion of San Diego: over 2,500 new subdivisions were recorded city wide between 1940 and 1967. With large tracts of rural land available so close to the center city, postwar developers quickly saw the potential to create new suburbs in the valley. A study of San Diego County Assessor’s records

revealed that subdivisions recorded in the 1950s and 1960s included Ocean View Terrace, on the south side of Ocean View Boulevard between Pueblo Lands boundary and San Pasqual Street (1950).

In the 1950s, the City of San Diego rezoned the greater Logan Heights area—especially in present-day Barrio Logan—from primarily residential to an industrial or mixed-use classification. This zoning change resulted in major changes to the land use and character of the neighborhood: commercial and industrial businesses were now located adjacent to residences, and noisy, unsightly automotive scrap yards proliferated. This zoning change combined with municipal transportation decisions and post-war migration patterns to created conditions of blight in the community, especially in greater Logan Heights. As a result, Southeastern San Diego (roughly equivalent to the greater Logan Heights area) was one of two neighborhoods in San Diego officially designated as “Model Cities Neighborhoods,” under an ambitious federal urban aid program that operated between 1966 and 1974. A comprehensive profile of Southeastern San Diego was prepared for the Model Cities Program in 1968, and an action plan for fixing the decay was developed in 1972.

Restrictive zoning and discriminatory covenants in other parts of the city reinforced the segregated living conditions that had begun in the 1920s, and Southeastern San Diego became home to a majority of San Diego’s poor and non-white residents during the postwar era. Many African-Americans moved to Encanto and Valencia Park from Logan Heights in the 1950s and 1960s, taking advantage of the first opportunity they had to own homes.

Passage of the Civil Rights Act of 1964 and the Fair Housing Act of 1968 formally put an end to discriminatory housing practices, but Southeastern San Diego never fully recovered from the declining socioeconomic conditions that had been exacerbated by years of segregated living.

In the postwar era, “car culture” pervaded Southern California, and commercial development catered to the increasing number of car owners. New property types such as car washes, drive-in restaurants, and drive-in movie theatres were built. Another architectural type exhibited in World War II-era and post-war commercial and light industrial buildings is the prefabricated Quonset hut, developed during World War II. After the war, the corrugated metal buildings were adapted to commercial buildings and warehouses.

As the population in Southern California continued to expand after World War II, increasing traffic congestion led city engineers to create a new transportation system to move large volumes of cars quickly without having to pass through congested business districts. In San Diego, master planning for the new freeways began in the early 1950s, and Southeastern San Diego was heavily affected by these plans. Large swaths of the neighborhood were razed in the 1950s and 1960s to make way for the six- and eight-lane freeways, effectively eliminating the once-fluid edges of the neighborhood.

The freeways not only demolished some of the area’s oldest buildings, but also displaced families and businesses and exacerbated social issues. Socioeconomic consequences caused by the freeway construction included segregation of lower-income and ethnic minorities; reduction in exist-

ing affordable housing stock; and separation of communities from services such as stores, churches, and schools. For example, Highway 94 was designed to connect San Diego to Lemon Grove, La Mesa, and El Cajon to the east, and was completed in three stages between 1956 and 1958. Everything on the blocks between F and G streets between 17th and 30th streets was demolished.

### Today

Today, Southeastern San Diego remains one of the most ethnically diverse neighborhoods in all of San Diego, continuing the population migration trends that began in the 1920s. In recent years, demolition and deterioration of older housing stock combined with numerous urban infill projects have changed the built environment in the community. However, the resources that remain, which include over a dozen individually designated historic resources, two historic districts encompassing nearly 450 contributing resources, and potential resources in the form of individually exceptional properties and smaller clusters of significant houses, work collectively to tell the important stories of Southeastern San Diego’s past.

### Designated Historical Resources

Southeastern San Diego is home to one historic building listed in the National Register of Historic Places, the Villa Montezuma located at 1925 K Street, as well as twelve other individual properties and two historic districts listed in the City of San Diego Register of Historic Resources.

Designed by architects Comstock and Trotshe and constructed in 1887 for musician Jesse Shepherd, the Villa Montezuma defies exact architectural classifica-



*An architectural type exhibited in post-war commercial buildings is the prefabricated Quonset hut, including this example on Market Street (top). Swaths of the neighborhood were razed to make way for freeways (bottom).*

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*Villa Montezuma and Hollington House (top and bottom) are listed in the National Register of Historic Places and the San Diego Register of Historical Resources, respectively.*

tion, combining elements, forms and detail of Moorish or Turkish and Gothic influence in the general Queen Anne style. A community landmark since its construction, the Villa Montezuma is an integral part of the Sherman Heights community and was designated Historical Resources Board (HRB) Site #11 in 1970.

Old Firestation #19, located at 3601 Ocean View Boulevard and designated as HRB Site #893, reflects special elements of social history in the development of the African American community in San Diego and is associated with the early history of the City's African-American firefighters. African-American firefighters were moved to Old Fire Station #19 in the late 1920s and were not allowed to work out of any other fire station in the City, thus reinforcing segregation and discrimination. Though the station became a community center for residents and other African-Americans working in other City departments, institutional discrimination did not allow firefighters to advance or earn promotions in the department. The San Diego Fire Department was the first to attempt integration in 1951 several years before the Civil Rights Movement would take shape; however, African American firefighters continued to be harassed by their colleagues for many years until integration was widely accepted.

Located at 2930 Marcy Avenue, The Boys Club of San Diego, designated as HRB Site #1114, has provided a safe and enriching environment for positive character development to San Diego's youth since its construction in 1942. Construction of the building was done using loaned heavy equipment, donated labor, and materials that were either donated or purchased at cost.

The building of the Boys Club was truly a community effort that required the cooperation and support of many different people. Those who believed in it and helped it along understood its importance as an investment in the quality of life of future generations.

### **Sherman Heights and Grant Hill Park Historic Districts**

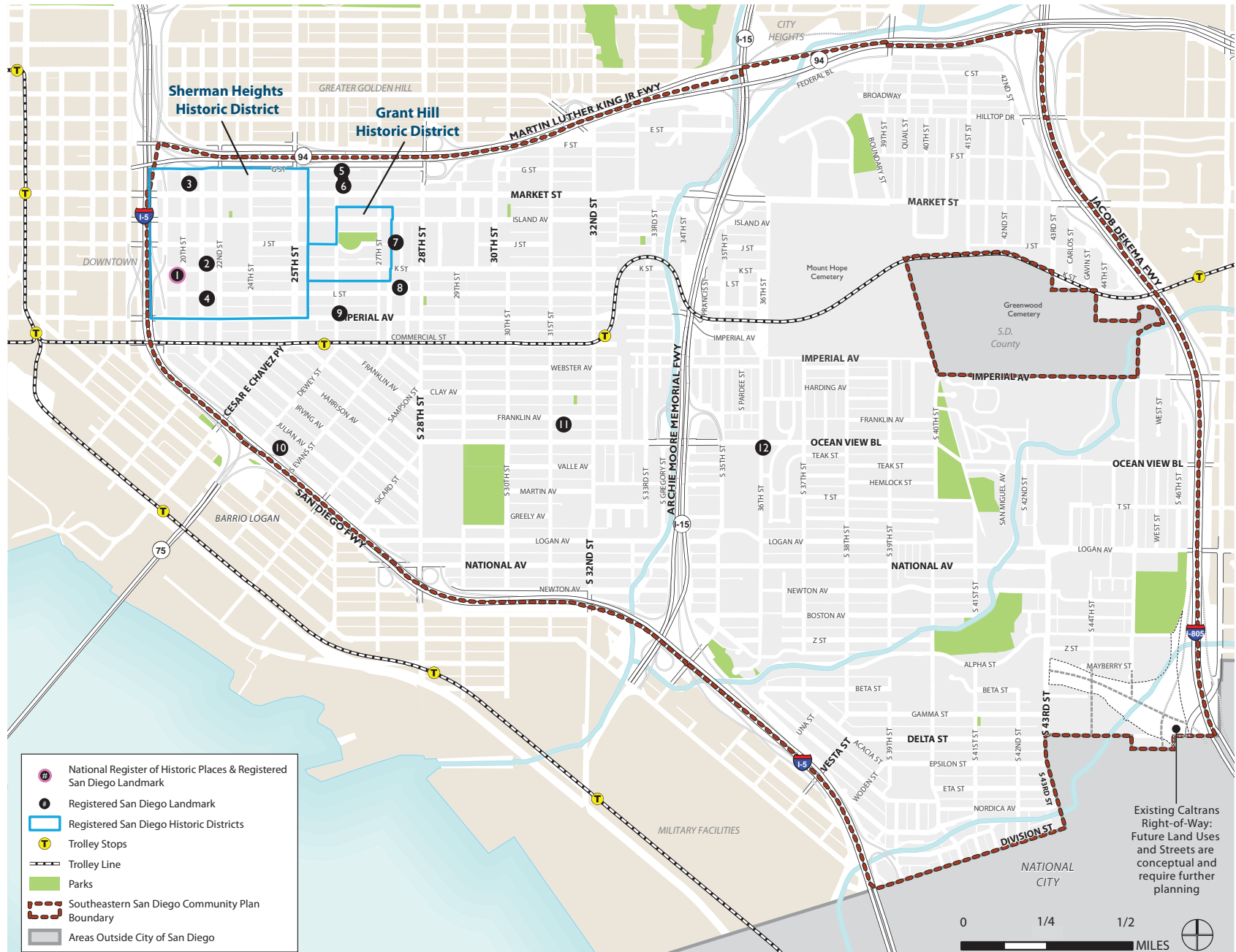
In addition to individually significant historic resources, Southeastern San Diego contains two historic districts, Sherman Heights and Grant Hill. The Sherman Heights District lists 390 contributors and the Grant Hill District lists 48 contributors. The historical resources in the community of Southeastern San Diego are shown in Figure 9-1 and Table 9-1.

On May 27, 1987 the City of San Diego Historical Resources Board (HRB) designated the Sherman Heights Historic District, which contains a progression of architectural styles illustrating the architectural, social and economic development of the community and City. On June 30, 1987 the City Council adopted through Resolution R-268738 the Sherman Heights Historic District Development Guidelines, which were intended to guide development of contributing and non-contributing resources within the boundary of the District.

On February 24, 1988 the HRB designated the Grant Hill Park Historic District, located immediately east of the Sherman Heights Historic District. Grant Hill Park is notable for its historical association with Ulysses S. Grant, Jr.; the 2.6 acre Grant Hill Park with its panoramic view of the city and surrounding areas; and a variety of architectural styles dating from the late 1800s, including

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FIGURE 9-1: HISTORIC DISTRICTS AND STRUCTURES



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Sherman Heights & Grant Hill Park  
Historic Districts



DESIGN CRITERIA AND GUIDELINES



The Sherman Heights Historic District covers the northwestern corner of the Plan area. Design criteria and guidelines aim to maintain the integrity of historic districts and the structures that comprise them.

**TABLE 9-2: HISTORIC PLACES, LANDMARKS AND DISTRICTS**

MAP ID	SITE	ADDRESS
<b>National Register of Historic Places</b>		
1	Villa Montezuma	1925 K Street
<b>Registered San Diego Landmarks</b>		
1	Villa Montezuma	1925 K Street
2	Sherman Heights Apartments	2106 K Street
3	Sherman Hearn House	633 20th Street
4	Hollington House	171 21st Street
5	Frank Zinnel House	643 26th Street
6	Newby-Whitney House	629 26th Street
7	Strandlund Family Residence	402 Langley Street
8	Italian Stone Pine	2736 L Street
9	Claus A. Johnson Commercial Building	2602-2608 Imperial Avenue
10	Gorham House	2040-2042 Kearney Avenue
11	Weldon Glasson House (Chateau de Toman)	3139 Franklin Avenue
12	Old Fire Station #19	3601 Ocean View Boulevard
13	Boys Club of San Diego	2930 Marcy Avenue
<b>Historic Districts</b>		
1	Sherman Heights Historic District	Bounded by Hwy 94, 25th Street, Commercial Street, and I-5 Fwy
2	Grant Hill Historic District	Bounded by the alley south of K Street, the alley east of 27th Street, the alley north of Island Avenue, and the alley east of 25th Street (excluding 2500 block of Island Avenue & north side of 2500 block of J Street)

Source: Page & Turnbull, 2012.

Neoclassic, Stick, Queen Anne and Craftsman. On February 5, 1990 the City Council amended the Sherman Heights Historic District Development Guidelines to include Grant Hill Park, and renamed them the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines (O-17419).

As designated historic districts, development within the Sherman Heights and Grant Hill Park Historic Districts must comply not only with the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines, but the City's Historical Resources Regulations (Municipal Code Chapter 14, Article 3, Division 2) as well. See Chapter 2: Land Use for a discussion of the Community Plan Implementation Overlay Zone (CPIOZ) governing development in the historic districts.

### Potentially Significant Historical Resources

In the next twenty years (the timeframe of this plan), there will be historical resources that have not yet been identified as significant that could be added to the National, State, or City Registers for Historical Resources. The Southeastern San Diego Historic Context Statement identifies important periods, events, themes, and patterns of development, and provides a framework for evaluating individual historic properties and districts for the National Register of Historic Places, California Register of Historical Resources, and San Diego Register of Historical Resources. Historic property types associated with these periods and themes are also identified and described in the Historic Context Statement, and significance and integrity considerations are included for each. It is important to note that while the context statement identifies key historical themes that shaped development

in Southeastern San Diego, it is not a comprehensive history of the city, nor is it a definitive listing of all the neighborhood's significant resources. Instead, it provides a general discussion of the overarching forces that created the built environment, the reasons why properties associated with that development are important, and what characteristics they need to qualify as historic resources.

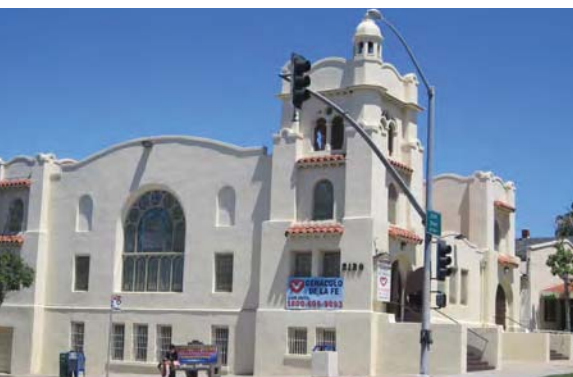
### Identification and Preservation Policies

In addition to General Plan Historic Preservation Element Policies, the following policies are specific to Southeastern San Diego:

- P-HP-1:** Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.
- P-HP-2:** Identify, designate, preserve and restore historical buildings in Southeastern San Diego and encourage their adaptive reuse in a manner consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.
- P-HP-3:** Develop a historic context statement related to the African-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-4:** Develop a historic context statement related to the Mexican-American "sense of place" and cultural landscape evident throughout the community to assist with the identification, evaluation and preserva-



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*In order to qualify for listing in the local, state, or national historical registers, a property must be shown to possess both significance and integrity. Properties shown here are for example only.*

tion of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.

**P-HP-5:** Develop a historic context statement related to the Japanese-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community. Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Southeastern San Diego.

**P-HP-6:** Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.

**P-HP-7:** Conduct project specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.

**P-HP-8:** Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.

**P-HP-9:** Recommend that in the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction, the concerned parties

seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative. Treat sites containing human remains, funerary objects, sacred objects, or objects of cultural patrimony according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), as appropriate, and any agency-specific rules and procedures for handling such matters.

**P-HP-10:** Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary finds as to origin and disposition of the remains.

**P-HP-11:** Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.

## 9.2 Educational Opportunities and Incentives Related to Historic Preservation

Revitalization and adaptive reuse of historic buildings and districts has many benefits. These include conservation of resources, use of existing infrastructure, local job creation and tax revenue from consumer purchases, support of small business development and heritage tourism, and enhancement of quality of life and community character.

There are a number of incentives available to owners of historic resources to assist with the revitalization and adaptive reuse of historic buildings and districts. 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. In addition to direct incentives to owners of designated historical resources, all members of the community enjoy the benefits of historic preservation through reinvestment of individual property tax savings into historical properties and an increased historic tourism economy. There is great opportunity to build on the existing heritage tourism base drawn to the community's historic neighborhoods by highlighting and celebrating the rich history of Southeastern San Diego.

### Educational and Incentives Policies

In addition to General Plan Historic Preservation Element Policies, the following policies are specific to Southeastern San Diego for implementation of educational opportunities for preservation of the community's historical resources:

- P-HP-12:** Promote community education and awareness of the significance of Southeastern San Diego's potential and listed historic resources.
- P-HP-13:** Partner with Sherman Elementary School, located in the heart of the Sherman Heights Historic District, to provide information on the history and significance of the surrounding community. Materials could include photographs, printed brochures and walking tours that could be utilized for local field trips.
- P-HP-14:** Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Logan Heights and Mountain View/Beckwourth libraries to better inform the public about the prehistoric occupation and the historic development of Southeastern San Diego.
- P-HP-15:** Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-16:** Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.



*Sherman Heights Community Center (top), Bread & Salt (the former Weber's Bakery, middle), and Walmart Neighborhood Market (the old Farmers' Market Building, bottom) are examples of rehabilitation and adaptive reuse.*

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## 9 HISTORIC PRESERVATION

Historic preservation plays an important role in maintaining the community's character and identity, and enhancing the quality of the built environment to ensure the community is an attractive and desirable place for residents and visitors. The Historic Preservation Element focuses on the protection of the historical and cultural resources in the Encanto Neighborhoods, and it supports educational opportunities and incentives to highlight, maintain, and preserve historic resources.

## GOALS

1. Preservation of significant historical resources.
2. Educational opportunities and incentives to highlight, maintain, and preserve historic resources.

**TABLE 9-1: HISTORIC PRESERVATION TOPICS ALSO COVERED IN OTHER PLAN ELEMENTS**

HISTORIC PRESERVATION TOPIC AREAS	LAND USE	URBAN DESIGN	ECONOMIC PROSPERITY	CONSERVATION AND SUSTAINABILITY	ARTS AND CULTURE
Identification of historical and cultural resources			X		X
Preservation of historical and cultural resources	X	X	X	X	X

Many aspects of the Plan overlap with the Historic Preservation Element. For example, Historic Preservation is closely correlated with the Land Use, Economic Prosperity, and Arts and Culture elements. Table 9-1 shows some of the issues that may be covered in more than one element in the Plan, including Conservation and Sustainability and Urban Design.

### 9.1 Identification and Preservation of Historical Resources

The Encanto Neighborhoods have rich historical resources representing human settlements that date hundreds of years into the past. The history of its people and its physical form are closely connected, as documented in the historical and cultural resource technical studies prepared for this Plan.

#### Archaeology Study

In Southeastern San Diego and Encanto Neighborhoods, 32 cultural resources have been recorded. The 13 prehistoric resources include two temporary camps; two shell scatters; two shell and lithic scatters; one lithic scatter; one shell, lithic, and groundstone scatter; one

shell and lithic scatter with associated midden; one habitation site; the ethnographic village of Las Choyas; and two isolated finds. The 18 historic resources include 13 historic debris deposits, two historic foundations with associated features, two historic debris deposits with associated features, and one historic residence. One multi-component site is also present, consisting of two historic loci and two prehistoric loci. Numerous previously recorded and newly identified sites and/or features have been observed in a buried context during ground-disturbing construction and infrastructure installation, or maintenance activities.

There are substantial pockets of land that remain undeveloped in Encanto Neighborhoods, located primarily in canyon areas and designated parks. The ethnographic village of Las Choyas has been identified archaeologically and ethnographically within the community and has been previously identified as an area of concern to the local Native American community. Water courses such as Chollas Creek, Imperial Creek, and South Chollas Creek were major transportation corridors and ecological resources used during both prehistoric and historic periods. Given these factors, these areas have a high level of cultural sensitivity. Because cultural resources have also been observed during ground-disturbing activities throughout the community, and because the plan area is crossed by multiple high-potential water courses, the remainder of the community plan area is considered to have a moderate level of sensitivity for buried archaeological resources.

Participation of local Native American tribes is crucial to the protection of cultural resources. Native American participation would be required for all levels of future investigations in Encanto Neighborhoods. Areas

that have not been developed should be surveyed prior to any ground-disturbing activities. In areas that have been developed, ground-disturbing activities should be monitored.

### Historic Context

The Southeastern San Diego Historic Context Statement presents the history of the built environment in Southeastern San Diego and Encanto Neighborhoods from pre-history to 1967 in order to support and guide identification and evaluation of historic properties throughout the neighborhood, as well as to inform future planning decisions. The Historic Context Statement identifies periods and themes significant in the historical development of Southeastern San Diego and Encanto Neighborhoods which include:

- Pre-History and Early San Diego History (to 1867)
- Building Southeast San Diego (1868-1916)
  - Acquiring the Land: Early Subdivisions
  - Residential Development
  - Encanto: Suburban Farms
  - Commercial Corridors
  - Development of Social and Community Services
  - Annexation
- Southeastern San Diego Expands (1917-1939)
  - Panama-California Exposition and World War I
  - The Automobile Arrives

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- Ethnic Diversity and Migrations
- New Municipal Improvements
- Freeway Era (1940-1967)
  - World War II
  - Suburbanization
  - Freeway Construction
  - Education and Social Services

### Pre-history and Early San Diego History (to 1867)

The longest period of human settlement in the San Diego area includes Native American, Spanish, and Mexican habitation, and is the period with the least physical evidence remaining today. As early as 12,000 years ago, Southeastern San Diego and Encanto Neighborhoods were primarily inhabited by the Kumeyaay people (called Diegueños by the Spanish missionaries). The development of San Diego had its start with the Mexican land grants in the area, namely Pueblo Lands and Ex-Mission Rancho de San Diego de Alcalá. These would serve as the base for all future development in the community. American settlement of San Diego began in 1850 with the subdivision of “New San Diego,” and was solidified in 1867 when Alonzo Horton purchased 800 acres in downtown San Diego and began selling the lots at his real estate office. San Diego city leaders also tried to attract a railroad to further spur development in the city.

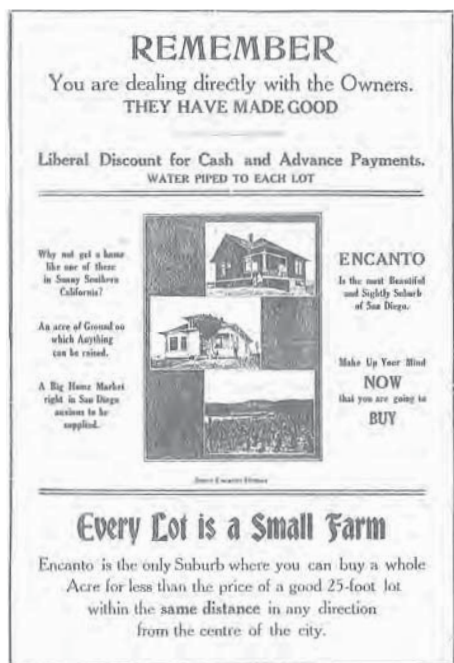
No known built resources exist from San Diego’s earliest period within Encanto Neighborhoods. However, sub-surface archaeological artifacts discovered from this period are likely to yield information about the life and culture of the early Native American, Spanish,

Mexican, and early American peoples. These remains are most likely to be found along Chollas Canyon and other waterways, and many archaeological sites in the community have been documented.

### Building Encanto (1868-1916)

In contrast with the suburban development of the western portion of the Southeastern San Diego community, Encanto and the South Chollas Valley (formerly part of Ex-Mission Rancho de San Diego de Alcalá, and not part of the San Diego pueblo lands) were decidedly rural in the late nineteenth and early twentieth centuries. Encanto was a self-sufficient town, connected to the city by rail lines but isolated from the land speculation that characterized Southeastern San Diego. Encanto was first platted in 1891, with ten-acre lots. In 1907, the Richland Realty Company purchased 1,100 acres in Encanto and re-platted it into one-half, five- and ten-acre lots, calling it Encanto Heights. The new subdivision was the first suburban stop outside of San Diego on the San Diego, Cuyamaca and Eastern Railway line. It was advertised for “suburban homes and small farms,” ideal for fruit trees, chicken ranches, and gardening. By 1910 there were five additions to Encanto Heights: Rosemont, Sunny Slope, Highdale, Del Norte, and Empire Additions. Prices for one-half-acre tracts ranged from \$50 to \$500, and the Company also had a building department in connection with Encanto Heights to build homes for new buyers.

By 1910, a commercial center had developed on Imperial Avenue between 63rd and 65th streets. The town’s first post office was constructed in 1910, and several feed stores, a general store, a bakery, a barber, and a pool hall were all listed in the 1911 City Directories. A



Map of San Diego from 1910, showing subdivisions and city limits prior to the annexation of Encanto, which is shown on the far right (top). (San Diego Public Library) Advertisement for Encanto Heights in 1910 (bottom). (San Diego History Center Photo Archive)

portion of this historic business district remains today on Imperial Avenue, although all the existing buildings from this early period have been considerably altered.

The Pueblo Lands formed the boundary of the City of San Diego until the early twentieth century, when the city began annexing communities that had developed in the adjacent Ex-Mission San Diego lands. The Encanto Neighborhoods area was incorporated into the city on April 1, 1916 because residents desired San Diego's municipal water services.

### Encanto Neighborhoods Expand (1917-1939)

Parts of the community had already been subdivided during the real estate booms of the 1880s and the early 1900s. During the interwar period, construction in existing subdivisions grew. A few new subdivisions were recorded during this time. The automobile granted more flexibility for developers and homeowners, allowing areas farther from the city center to thrive without relying on public transportation. New subdivisions in the 1920s included Las Alturas Extensions around 1925, which extended the original 1888 "Las Alturas Villas" subdivision south to Churchward Street. In addition, Valencia Park was built in 1926 as a large subdivision with curvilinear streets at Imperial and Euclid avenues. Valencia Park was better-advertised than some of the other areas and had a large sign with free-standing letters to encourage buyers.

The street grid expanded to keep pace with these new suburban tracts. Broadway was extended into Encanto Neighborhoods in 1927, Market Street was extended beyond Mt. Hope Cemetery and paved in 1928, and Imperial Avenue became a major thoroughfare.

The influence of the automobile resulted in new businesses that catered to car owners. Garages and service stations sprang up along the main commercial corridors. In Encanto Neighborhoods, roadhouses, service stations, and garages catered to automobile travelers on Imperial Avenue, one of the main highways out to the communities in eastern San Diego County. Personal automobile garages soon became a fixture of the new auto-focused lifestyle in the community.

Beginning in the 1920s, ethnic enclaves began to form in Encanto Neighborhoods. This is attributed primarily to the increased use of restrictive covenants in housing contracts in other neighborhoods of San Diego. Minority groups settled in Southeastern San Diego and Encanto Neighborhoods where such restrictions were absent or were not enforced. Other factors likely included proximity to jobs and social institutions such as churches, desire for cultural familiarity amongst others of the same culture, and international events that triggered large-scale population migrations across the country.

During the 1920s and 1930s, the Japanese population in San Diego was scattered throughout the city in locations such as Mission Valley and Pacific Beach, as well as surrounding areas including Spring Valley, Chula Vista and Otay Mesa. The Japanese population in San Diego was estimated at approximately 1,000 in 1937. During this time they were primarily engaged in farming and fishing. Encanto was still a rural suburb, and attracted an enclave of Japanese farmers who cultivated the rolling hills. The Japanese community generally raised flowers and grew vegetables, namely asparagus, white celery, tomatoes, beets, and carrots. The Japanese families that settled in Southeastern San Di-



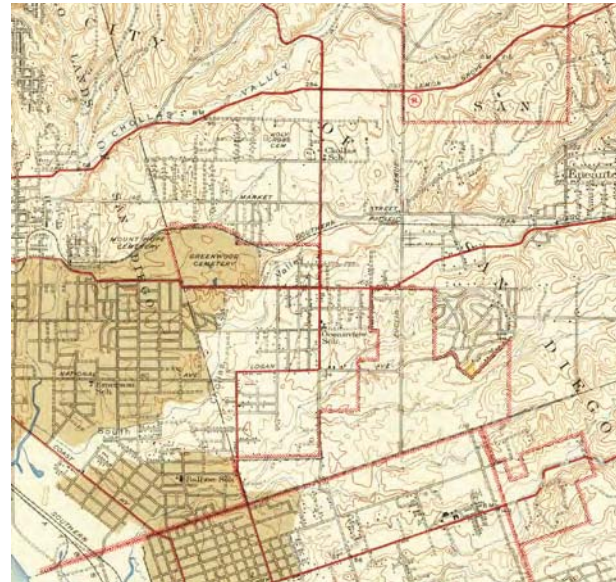
Suburban farms in Encanto Neighborhoods in 1915 (top, San Diego History Center Photo Archive). Produce shipping label (middle, courtesy Robert P. Ito). The new subdivision of Valencia Park (bottom) was built in the 1920s. (San Diego History Center Photo Archive)



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ego were forced to move to internment camps during World War II. Following the war, most who had owned agricultural land did no, or could not, return to their properties and resettled elsewhere.

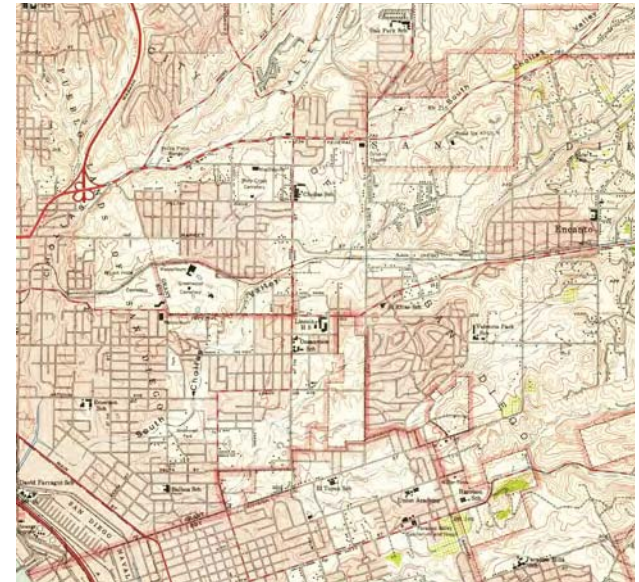
In response to growth, new municipal improvements were undertaken. Ocean View School was constructed between 1920 and 1940 on 47th Street. In addition, older schools were remodeled or replaced, including the Encanto and Chollas Schools. All buildings were demolished and replaced with modern schools after World War II. Holy Cross Cemetery was opened by the Catholic Diocese in 1919, on 40 acres of land north of Hilltop Drive between 44th and 46th streets. The blue-domed mausoleum was originally constructed circa 1920s, and is now very prominently located adjacent to Highway 94.



### Freeway Era (1940-1967)

The postwar era saw the rapid expansion of San Diego: over 2,500 new subdivisions were recorded citywide between 1940 and 1967, including several in Encanto Neighborhoods. In 1940, a dairy at 65th and Wunderlin streets was asked to leave because it was in the middle of a built-up area. The city acquired the property, which is now the Encanto Recreation Center. Many developers constructed speculative housing in their new subdivisions, typically using identical models with a few floor plan variations. Emerald Hills Estates is the best example of this type of housing tract constructed during the postwar period in Encanto Neighborhoods.

Restrictive zoning and discriminatory covenants in other parts of the city reinforced the segregated living conditions that had begun in the 1920s, and Southeastern San Di-



*Settlement in the Chollas Valley in 1944 (left) and 1953 (right). The shaded areas are completely urbanized, showing the growth during this period.*

ego became home to a majority of San Diego's poor and non-white residents during the postwar era. Many African-Americans moved to Encanto and Valencia Park from Logan Heights in the 1950s and 1960s, taking advantage of the first opportunity they had to own homes.

In the postwar era, "car culture" pervaded Southern California, and commercial development catered to the increasing number of car owners. New property types such as car washes, drive-in restaurants, and drive-in movie theatres were built, and new avant-garde roadside architectural styles were developed to catch the eye of drivers. For example, the Johnson Wilshire Gas Station at 4689 Market Street (HRB site #954), built in 1962, embodies the futurist Googie style with a canopy pierced by three diagonal metal supports, much like car wash designs of the period.

As the population in Southern California continued to expand after World War II, increasing traffic congestion led city engineers to create a new transportation system to move large volumes of cars quickly without having to pass through congested business districts. In San Diego, master planning for the new freeways began in the early 1950s, and Encanto Neighborhoods were heavily affected by these plans. Large swaths of the community were razed to make way for the six and eight-lane freeways, effectively eliminating the once-fluid edges of the neighborhood. The freeways not only demolished some of the area's oldest buildings, but also displaced families and businesses.

Homes were built so quickly during the postwar period that schools struggled to keep up with the demand of the "baby boom." Many schools were first opened in portable buildings, and were replaced later with more permanent



*Aerial view of Emerald Hills Subdivision shortly after construction, 1957 (left). (San Diego History Center Photo Archive). Aerial view over Euclid Avenue and Highway 94, 1958 (right) (San Diego History Center Photo Archive).*

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construction. Unlike schools from previous periods, these postwar schools still exist and in good condition today. Schools from this period include Valencia Park Elementary School (1951); Gompers Junior High School (1955); Johnson Elementary School (1957); Knox Middle School (1957); Horton Elementary School (1958); and O'Farrell Middle School (1959). In addition to the new schools, existing schools were remodeled and expanded. Schools that still retain their Mid-Century Modern designs from this period include Chollas/Mead Elementary and Encanto Elementary.

### Designated Historical Resources

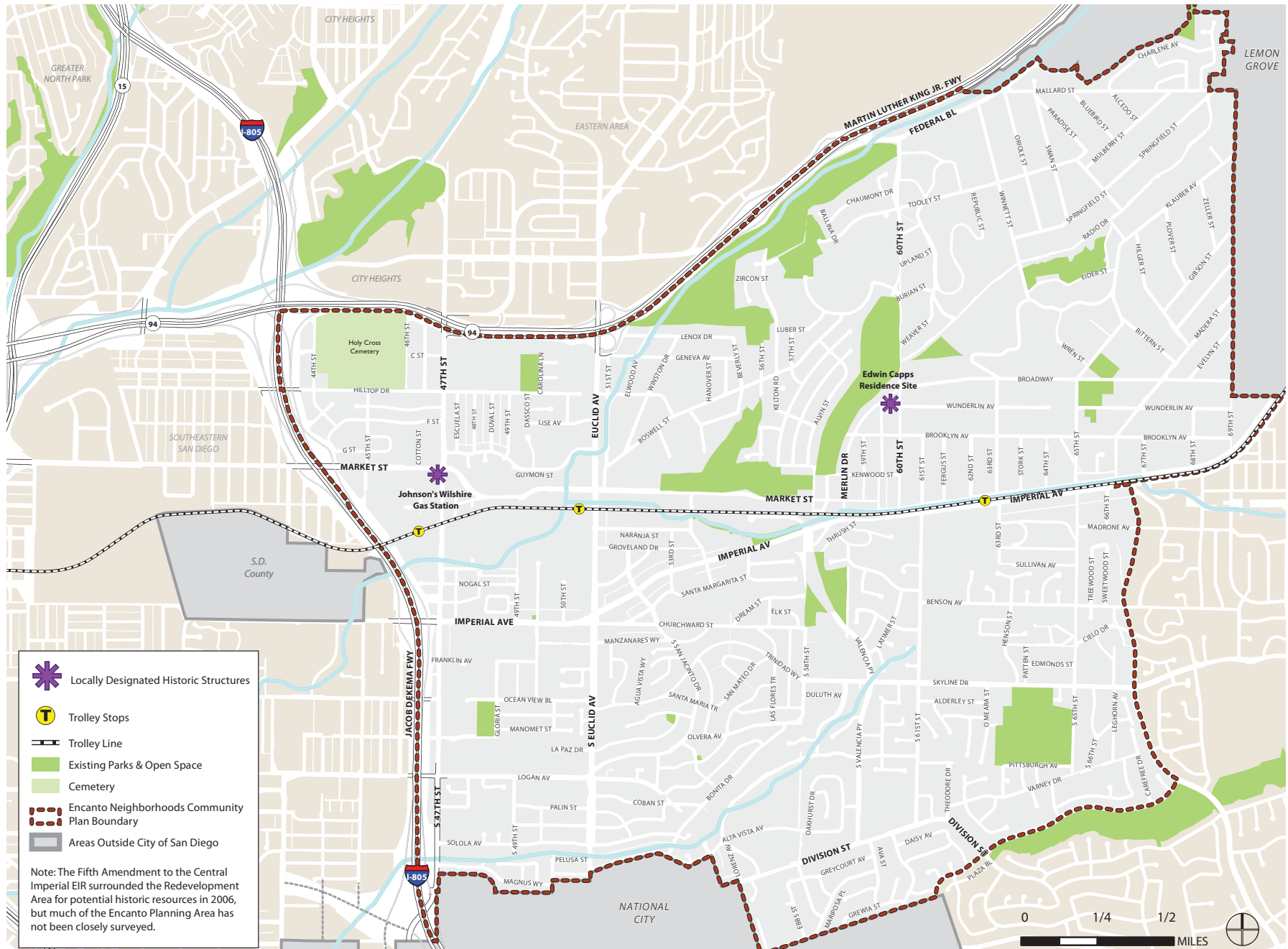
Encanto Neighborhoods contain two properties listed in the San Diego Register of Historical Resources: the Edwin Capps Residence Site, 910 60th Street (HRB site #248) and Johnson's Wilshire Gas Station, 4689 Market








Street (HRB site #954). The Edwin Capps residence was constructed between 1911 and 1917 by Edwin Capps, a two time City Engineer (1893-1899 and 1909-1911), City Harbor Engineer (1912-1915), and two time Mayor of the City (1899-1901 and 1915-1917). Mr. Capps oversaw the establishment of Old City Hall at 5th Avenue and "G" Streets in 1899. He designed the Spruce Street Suspension Bridge and the City Jail on 2nd Avenue. He also was responsible for the Harbor Improvement Plan which dredged the harbor, erected a seawall and the Broadway pier, and generally transformed the harbor into a modern and functional asset of the city. Mr. Capps served as the Mayor and official host during the 1915-16 Panama-California Exposition and was an early proponent for the preservation of Torrey Pines as a public park and an earnest worker for improvement of Balboa Park.



*Johnson's Wilshire Gas Station on Market Street, built in 1962, retains distinctive characteristics of Googie architecture and is listed on the City's Register of Historical Resources.*

FIGURE 9-1: HISTORIC RESOURCES



-  Locally Designated Historic Structures
-  Trolley Stops
-  Trolley Line
-  Existing Parks & Open Space
-  Cemetery
-  Encanto Neighborhoods Community Plan Boundary
-  Areas Outside City of San Diego

Note: The Fifth Amendment to the Central Imperial EIR surrounded the Redevelopment Area for potential historic resources in 2006, but much of the Encanto Planning Area has not been closely surveyed.

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*In order to qualify for listing in the local, state, or national historical registers, a property must be shown to possess both significance and integrity. Properties shown here are for example only.*

Johnson's Wilshire Gas Station was constructed beginning in 1957. In 1962, the Googie style canopy was constructed after the Wilshire Oil Company standardized the design of its pumping areas using "futuristic" design in the early 1960's. The canopy measures 76 feet wide by 26 feet deep and covers three rows of fueling pumps on raised concrete pads. The canopy itself is flat roofed and tilts slightly down to the west. Constructed of wood planks with metal eaves, the canopy is pierced by three diagonal metal supports approximately 16 feet in height which are bolted to the concrete floor. The supports, which were designed to attract attention of motorists, extend through and upward above the canopy, tapering at the top and bottom and flaring out at the intersection with the canopy. Two metal beams brace the canopy and the supports; and single metal cables extend from each of the diagonal supports to the eastern edge of the canopy. The canopy was designated under HRB Criterion C as a good example of Googie style architecture.

### Potentially Significant Historical Resources

In the next twenty years, there will be historical resources that have not yet been identified as significant that could be added to the National, State, or City Registers for Historical Resources. The Southeastern San Diego Historic Context Statement identifies important periods, events, themes, and patterns of development, and provides a framework for evaluating individual historic properties and districts for the National Register of Historic Places, California Register of Historical Resources, and San Diego Register of Historical Resources. Historic property types associated with these periods and themes are also identified and described in the Historic Context Statement, and significance and integrity considerations are included for each. It is im-

portant to note that while the context statement identifies key historical themes that shaped development in Southeastern San Diego and Encanto Neighborhoods, it is not a comprehensive history of the city, nor is it a definitive listing of all the neighborhood's significant resources. Instead, it provides a general discussion of the overarching forces that created the built environment, the reasons why properties associated with that development are important, and what characteristics they need to qualify as historic resources.

### Historical Resources Inventory for the Fifth Amendment to the Central Imperial Redevelopment Plan

Much of the community has not been closely evaluated for potential historic resources, but a cultural and historic resources inventory was conducted in 2006 as part of environmental review of the Fifth Amendment to the Central Imperial Redevelopment Plan. The Redevelopment Plan Area generally covers the portion of Encanto Neighborhoods between Ocean View Boulevard and Market Street from I-805 to Euclid Avenue, as well as the Imperial Avenue corridor from Euclid to approximately 69th Street and the west side of Euclid Avenue between Market Street and SR-94/Martin Luther King, Jr. Freeway.

The survey found 76 buildings with a recorded construction date prior to 1960 or an estimated age of over 45 years in Central Imperial Redevelopment project area. Buildings were evaluated for potential historic register eligibility. Most of the buildings are located along Imperial Avenue, especially clustered between 63rd and 66th streets, the focal point of the Encanto Neighborhoods community from the 1910s into the late 1950s. Many of these may be eligible for listing on the City Register

as contributing elements to a proposed Encanto Commercial Historic District. Some, notably 6365 Imperial Avenue, the Art Deco-style red brick building that housed the Encanto Post Office in the 1920s, and 6493 Imperial Avenue, a Mission-style commercial building dating from the 1920s, may also be eligible for listing as an individual resource on the basis of architectural style. Three additional buildings in the Lincoln Park neighborhood were also identified as potentially eligible for individual listing.

### Other Potentially Significant Historical Resources

Other potentially eligible sites include the former Emerald Hills Golf Course and Country Club located at 1601 Kelton Avenue. The clubhouse was constructed in 1939 and operated by Art Cloninger, a widely known restaurant operator, and was intended to take the place of another local dine and dance rendezvous. A potentially historic property type associated with one of the significant themes of the development period is the suburban farms, which is unique to Encanto Neighborhoods area. Constructed between 1900 and 1916, the properties can be associated with the earliest development and sale of land in Encanto Neighborhoods. These units were the center of suburban farms and are presently located throughout the hills of the community.

### Identification and Preservation Policies

In addition to General Plan Historic Preservation Element Policies, the following policies are specific to Encanto Neighborhoods:

- P-HP-1:** Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.
- P-HP-2:** Identify, designate, preserve and restore historical buildings in Encanto Neighborhoods and encourage their adaptive reuse in a manner consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.
- P-HP-3:** Develop a historic context statement related to the Japanese-American community within Southeastern San Diego and Encanto Neighborhoods to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform about those properties valued by the community. Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Encanto Neighborhoods.
- P-HP-4:** Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- P-HP-5:** Conduct project-specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.
- P-HP-6:** Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.
- P-HP-7:** Recommend that concerned parties seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative in the event that Native American burials



*Buildings along Imperial Avenue (top) and the former Emerald Hills Golf Course (bottom) may be eligible for historic listing.*

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are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction. Proceed according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), as appropriate, as well as according to any agency-specific rules and procedures, concerning the treatment of sites containing human remains, funerary objects, sacred objects or objects of cultural patrimony.

- P-HP-8:** Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary finds as to origin and disposition of the remains.
- P-HP-9:** Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.

## 9.2 Educational Opportunities and Incentives Related to Historic Preservation

Revitalization and adaptive reuse of historic buildings and districts has many benefits. These include conservation of resources, use of existing infrastructure, local job creation and tax revenue from consumer purchases, supports small business development and heritage tourism, and enhances quality of life and community character.

There are a number of incentives available to owners of historic resources to assist with the revitalization and adaptive reuse of historic buildings and districts. 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. In addition to direct incentives to owners of designated historical resources, all members of the community enjoy the benefits of historic preservation through reinvestment of individual property tax savings into historical properties and an increased historic tourism economy. There is great opportunity to build on the existing heritage tourism base drawn to the community's

historic neighborhoods by highlighting and celebrating the rich history of Encanto Neighborhoods.

### **Educational and Incentives Policies**

In addition to General Plan Historic Preservation Element Policies, the following policies are specific to Encanto Neighborhoods for implementation of educational opportunities for preservation of the community's historical resources:

- P-HP-10:** Promote community education and awareness of the significance of Encanto Neighborhood's potential and listed historic resources.
- P-HP-11:** Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Valencia Park/Malcolm X, Skyline and Paradise Hills libraries to better inform the public about the prehistoric occupation and the historic development of Encanto Neighborhoods.
- P-HP-12:** Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-13:** Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.



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are important to evaluate, such as deliveries during late night and early morning hours that generate noise that can affect the nearby residential uses. The Plan provides or reinforces land use siting and buffering techniques to ensure sound-reducing features and site design.

### Policies

**P-LU-48:** Utilize the Community Plan and the Airport Land Use Compatibility Plan noise contours when making land use planning decisions.

**P-LU-49:** Reduce the effect of non-aircraft noise through the following techniques:

- Use building setbacks to increase distance between the noise source and receiver;
- Orient buildings to shield outdoor spaces from noise sources;
- Locate parking lots, and other non-habitable uses between the noise source and receptor.

Reduce the effect of non-aircraft and aircraft noise through the following techniques:

- Incorporate forced-air ventilation systems to allow windows and doors to be closed;
- Use double-paned or sound rated windows;
- Incorporate sound insulating exterior walls and roofs;
- Use attic vents to minimize sound intrusion into structures.

**P-LU-50:** Ensure that future residential uses above the 60 dBA CNEL aircraft noise contour include noise attenuation measures to create an interior noise level of 45 dBA CNEL and provide an avigation easement to the airport operator for SDIA.

**P-LU-51:** Reduce the effect of commercial activity noise through site planning and integrating noise attenuation measures in new buildings to reduce interior sound levels. (Refer to General Plan Policies NE-E-1 through NE-E6.)

**P-LU-52:** Minimize exposure of commercial and industrial noise to noise-sensitive land uses.

**P-LU-53:** Reduce excessive rail, truck and other motor vehicle traffic noise levels that impact noise-sensitive land uses.

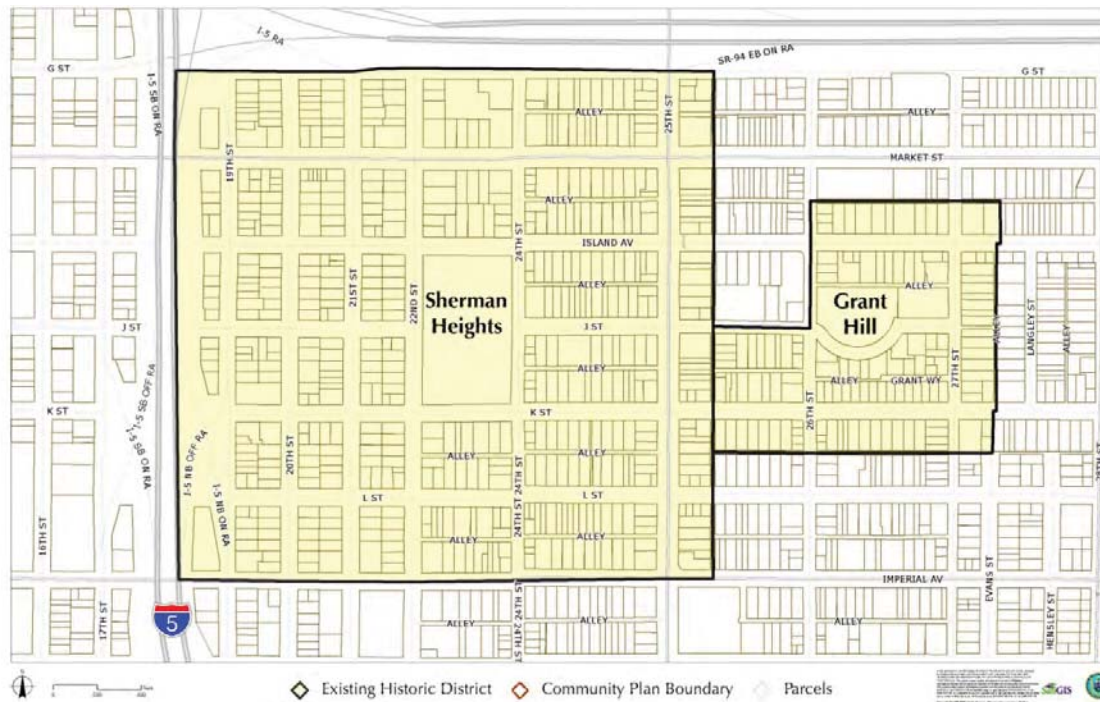
**P-LU-54:** Control noise impacts at the source through dampening, buffering, or active cancelling, particularly on sites that abut residential development or other sensitive receptors.

**P-LU-55:** Reduce potential noise impacts, particularly from the trolley, by orienting windows and openings away from noise sources or developing mitigations for noise and vibrations.

## 2.10 Sherman Heights and Grant Hill Park Historic Districts

The Sherman Heights Historic District and the Grant Hill Park Historic District were designated in 1987 and 1988, respectively, by the City of San Diego Historical Resources Board (HRB). As designated historic districts, development within the Sherman Heights and Grant

FIGURE 2-4: Sherman Heights and Grant Hill Park Historic Districts



Hill Park Historic Districts must comply not only with the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines, but the City's Historical Resources Regulations (Municipal Code Chapter 14, Article 3, Division 2) as well. See Chapter 9: Historic Preservation for more detail on the historic districts.

The boundaries of the Sherman Heights and Grant Hill Park Historic Districts are shown on Figure 2-6. Within these Historic Districts, the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines (Guidelines) shall be applied. Projects consistent with the Guidelines and the City's Histori-

cal Resources Regulations shall be processed ministerially in accordance with Process 1. Projects that are not consistent with the Guidelines and/or the Historical Resources Regulations shall require a Site Development Permit, Process 4, consistent with SDMC Section 143.0210(e)(2).

## 5.7 Historical Resources

This section analyzes the potential impacts on historical resources due to the implementation of the CPUs. It documents the historical background of the CPU areas, and discusses federal, state, and local regulations relevant to potential impacts of future development on historical resources. Resources addressed include prehistoric, historic, archaeological and sacred sites. The information in this section is based on the Southeastern San Diego Historic Context Statement (Page and Turnbull 2014), the Community Plan Update for the Communities of Southeastern San Diego and Encanto Prehistoric Cultural Resources report (AECOM 2015) included in Appendix F, the Historical Resources Guidelines of the San Diego Land Development Code (City of San Diego 2001), the Historical Resources Regulations of the San Diego Municipal Code (City of San Diego 2014), and other primary and secondary sources.

### Environmental Setting

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#### PHYSICAL SETTING

##### Prehistory

The prehistoric cultural sequence in San Diego County is generally thought of as three basic periods: the Paleoindian, locally characterized by the San Dieguito complex; the Archaic, characterized by the cobble and core technology of the La Jollan and Pauma complexes; and the Late Prehistoric, marked by the appearance of ceramics, small arrow points, and cremation burial practices. Late Prehistoric materials in southern San Diego County, known as Yuman I and Yuman II, are believed to represent the ancestral Kumeyaay.

##### *Paleoindian Period*

In San Diego County, the Paleoindian period is represented by the San Dieguito complex, as identified by Rogers (1929, 1939, 1945) and Warren (1966, 1968; Warren et al. 1993). The earliest well-documented sites in the San Diego area belonging to the San Dieguito complex are thought to be over 9,000 years old (Warren 1967). Related materials, sometimes called the Lake Mojave complex, have been found in the Mojave Desert and the Great Basin (e.g., Campbell et al. 1937; Warren and Ore 1978). Diagnostic artifact types and categories associated with the San Dieguito complex include scraper planes, choppers, scraping tools, crescentics, and elongated bifacial knives, as well as Silver Lake, Lake Mojave, and leaf-shaped projectile points (Rogers 1939; Warren 1967). Like the Lake Mojave complex, the San Dieguito complex is thought to represent an early emphasis on generalized hunting. There are few or no milling implements in most San Dieguito components. In areas adjacent to the coast, many Paleoindian period sites have probably been covered by rising sea levels since the end of the Pleistocene. In more inland regions, alluvial

sedimentation in valley areas may have covered these materials. The stable mesa landforms in the region, the abundance of appropriate lithic material, and soil column exposures along areas such as the San Dieguito River have made the foothills an important area for Paleoindian research. At the Harris site, approximately 23 miles north of the project area, these materials were first identified in stratigraphic context.

### **Archaic Period**

The Archaic period (8,000 to 1,500 years before present [B.P.]) brings a 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 1958). Pauma complex sites lack the shell that dominates many La Jollan complex site assemblages. The La Jollan tool assemblage is dominated by rough, cobble-based choppers and scrapers, as well as slab and basin metates. There has been considerable debate about whether San Dieguito and La Jollan patterns might represent the same people using different environments and subsistence techniques or whether they are separate cultural patterns (e.g., Bull 1983; Gallegos 1987; Warren et al. 1993). However, there seems to have been some reorientation in settlement from coastal sites to inland settings during the latter portion of this period in what is now northern San Diego County. This appears at around 4,000 years ago and is thought to relate to the final phases of Holocene sea level rise and resultant siltation of the formerly productive coastal lagoons in what is now north San Diego County. There appears to be no significant silting in Mission Bay, San Diego Bay, or the Tijuana River estuary, and no reduction in settlement along the coast south of Mission Bay (Gallegos 1987; Warren et al. 1993).

### **Late Prehistoric Period**

The Late Prehistoric period (1,500 B.P. to 200 B.P.) is characterized by higher population densities and elaborations in social, political, and technological systems. Economic systems diversified and intensified during this period, with the continued elaboration of trade networks, the use of shell-bead currency, and the appearance of more labor-intensive but effective technological innovations. Subsistence is thought to have focused on acorns and grass seeds, with small game serving as a primary protein resource and big game as a secondary resource. Fish and shellfish were also secondary resources, except in areas immediately adjacent to the coast where they assumed primary importance (Bean and Shipek 1978; Sparkman 1908). The settlement system is characterized by seasonal villages where people used a centralized collecting subsistence strategy. Artifactual material is characterized by the presence of arrow shaft straighteners, pendants, comales (heating stones), Tizon Brownware pottery, ceramic figurines reminiscent of Hohokam styles, ceramic "Yuman bow pipes," ceramic rattles, miniature pottery vessels, various cobble-based tools (e.g., scrapers, choppers, hammerstones), bone awls, manos and metates, and mortars and pestles. The arrow-point assemblage is dominated by the Desert Side-notched series, but the Cottonwood series and the Dos Cabazas Serrated type also occur. Late Prehistoric materials found in southern San Diego County, known as Yuman I and Yuman II, are believed to represent the ancestral Kumeyaay.

## Ethnohistory

The Ethnohistoric period, sometimes referred to as the ethnographic present, commences with the earliest European arrival in San Diego and continued through the Spanish and Mexican periods and into the American period. The founding of Mission San Diego de Alcalá in 1769 brought about profound changes in the lives of the Kumeyaay. The coastal Kumeyaay died from introduced diseases or were brought into the mission system. Earliest accounts of Native American life in San Diego were recorded as a means to salvage scientific knowledge of native lifeways. These accounts were often based on limited interviews or biased data collection techniques. Later researchers and local Native Americans began to uncover and make public significant contributions in the understanding of native culture and language. These studies have continued to the present day, and involve archaeologists and ethnographers working in conjunction with Native Americans to address the continued cultural significance of sites and landscapes across San Diego County. The Kumeyaay are the identified Most Likely Descendants for all Native American human remains found in the City.

By the time Spanish colonists began to settle in Alta California in 1769, the project area was within the territory of the Kumeyaay people, a group of exogamous, non-totemic territorial bands with patrilineal descent (Gifford 1918). The Kumeyaay spoke a Yuman language of the Hokan linguistic stock. South of the Kumeyaay, in the vicinity of modern-day Ensenada, are the closely related Paipai. The Kumeyaay neighbors to the north are the Takic-speaking Luiseño (Kroeber 1925).

The Kumeyaay had a hunting and gathering economy based primarily on various plant resources. For people in the study area, grass seeds were probably the primary food, supplemented by various other seeds such as sage (*Salvia spp.*), sagebrush (*Artemisia californica*), lamb's quarters (*Chenopodium album*), and pine nuts (*Pinus sp.*). Small game was a major source of protein, but deer were hunted as well. Coastal bands ate a great deal of fish, catching them with lines, nets, and bows and arrows. Balsas or reed boats were used for fishing (Kroeber 1925; Luomala 1978). Shellfish and other littoral resources were also important to coastal people. Settlements moved seasonally to areas where food sources were in season. For example, inland bands might move into desert areas in the spring to gather agave, then to higher altitude areas in the fall to gather acorns (Cline 1984). Coastal bands lived in more or less permanent villages and focused on more seasonally stable inshore and littoral resources. However, they still traveled to Torrey Pines and La Rumarosa to harvest pine nuts, for example, and to Cuyamaca and Mount Laguna for acorns (Shipek 1970).

Villages and campsites were generally located in areas where water was readily available, preferably on a year-round basis. The Sweetwater River, which is located approximately 3.2 miles south of the CPU area, and the San Diego River (approximately 4.3 miles north), along with creeks such as Chollas Creek, Imperial Creek, and South Chollas Creek, provided important resources and a reliable source of water, and served as major transportation corridors through the region. Two named Kumeyaay villages, or *rancheria*, may have been in the vicinity of the CPU areas. Based on the Pantoja Map of 1782 and a sketch map of the port of San Diego in 1849, the village of *Las Choyas* was located near the mouth of Los Chollas Creek (Vargas 2000). The village of *Pu-Shuyi* was located near the foot of modern-day Market Street (Pourade 1963).

## **Spanish, Mexican and Early American Periods**

The Spanish period (1769-1821) represents a time of European exploration and settlement. Dual military and religious contingents established the San Diego Presidio and the Mission San Diego de Alcalá. The mission system used Native American labor to build the infrastructure needed for European settlement. Traditional lifeways were disrupted and Native American populations became tied economically to the missions. In addition to providing new construction methods and architectural styles, the mission system introduced horses, cattle, and other agricultural goods and implements to the area. The cultural systems and institutions established by the Spanish continued to influence the region beyond 1821, when California came under the rule of newly independent Mexico.

The Mexican period (1821-1848) retained many of the Spanish institutions and laws. In 1834 the mission system was secularized, allowing for increased Mexican settlement and the associated dispossession of many local Native Americans. In the 1830s, the Mexican government began to redistribute church lands under the rancho system. The Mexican government granted 29 ranchos in San Diego County to loyal soldiers, politicians, and powerful landowning families (San Diego State University, 2011). The land was used primarily for grazing cattle (Pourade 1963). Cattle ranching dominated the agricultural activities and the hide and tallow trade flourished in California during the early part of this period.

This redistribution of land also resulted in the creation of a civilian pueblo in San Diego. In 1834, a group of San Diego residents living near present-day Old Town successfully petitioned the governor to formally declare their settlement as a pueblo. San Diego was granted official pueblo status, which came with the right to self-government and exemption from military rule (Crane, 1991). In addition to the creation of a new town government, “A major consequence of San Diego’s being given pueblo status was the eventual acquisition of vast communal lands. In May 1846 Governor Pío Pico confirmed San Diego’s ownership of 48,000 acres including water rights. It was the largest such concession ever given to a Mexican town in California. The grant, a heritage of the Mexican government, was a rich resource that subsidized much of San Diego’s municipal development well into the twentieth century” (San Diego State University 2011).

The Pueblo Lands of San Diego were divided into 1,350 parcels, ranging in size from 10-acre parcels near Old Town to 160 acre parcels further from town. A large “City Reservation” was set aside for parkland as part of the Pueblo Lands, and still serves the city in that capacity today as Balboa Park (San Diego County Assessor). The Mexican period ended when Mexico ceded California to the United States after the Mexican-American War (1846-1848).

Very early in the American period (1848-present), gold was discovered in California. Few Mexican-owned ranchos remained intact because of land claim disputes and the onerous system set up for proving ownership to the U.S. Government. Development of the railroads opened up much of the country. The homestead system encouraged American settlement in the western territories. Throughout the west, the growth and decline of communities occurred in response to an increasing and shifting population, fostering a “boom and bust” cycle. As early as 1868, San Diego was promoted as a natural sanitarium, and many people suffering from tuberculosis came to the area seeking a cure in the moderate climate.

## **Southeastern San Diego History**

### ***Building Southeastern San Diego (1868 – 1916)***

#### *Residential Development and the Railroads*

Southeastern San Diego was a patchwork of subdivisions and additions in the 1870s. Block and parcel size varied by subdivision, and some of the street grids did not align (Crane 1991). Prior to establishment of the railroad in 1885, real estate speculators tried to capitalize on its potential arrival. In 1870, Joseph Manasse and Marcus Schiller filed the subdivision that would become Logan Heights, aligning streets diagonally to take advantage of the views to the bay (Norris 1983). The San Diego Land and Town Company's 1886 subdivision laid its streets diagonally to match the Manasse and Schiller subdivision, but D.C. Reed and O.S. Hubbell's Addition created a grid aligned instead to the cardinal directions, creating the unusual street connections visible today in Logan Heights. By the late 1880s, nearly all of Logan Heights had been subdivided (City of San Diego Planning & Community Investment 2011).

Another prominent early subdivision was U.S. Grant's Hill Subdivision (1906). Originally named Mt. Gilead, the area was first platted in 1887 by Mrs. W.E. Daugherty. In 1906, the land was purchased by Ulysses S. Grant, Jr. who named the hill after his father, President and General Ulysses S. Grant. In order to take advantage of the views to the bay, J Street was graded around the summit. The summit itself was set aside as a "retreat" and formally became a city park in 1940 (Tarrant 2011; City of San Diego 1998).

Outside the city limits, a few early subdivisions were registered on the Ex-Mission Rancho Lands. These subdivisions were decidedly more rural in character than the lands near Downtown. Caruthers' Addition, by Matthew and Isabella Caruthers, featured five- and ten-acre lots near the intersection of Ocean View Boulevard and South 41st Street. The Alta Vista Suburb, by Aetna Securities Company was a more traditional subdivision with small 25' x 125' lots abutting Caruthers' Addition to the northeast. Las Alturas Villa Sites, by Long & Hickok, featured winding streets and over a hundred irregular two- to five-acre lots in the South Chollas Valley. However, these have been re-subdivided in more recent years, often obscuring their original layout (San Diego County Assessor).

The arrival of the railroad had a huge impact on the residential growth of Southeastern San Diego. In 1885, the California Southern Railroad, a subsidiary of the Atchison, Topeka and Santa Fe line, established a line between San Diego and National City. The California Southern Railroad tracks ran along the waterfront through what is now Barrio Logan, with a depot at the foot of present-day Beardsley Street. The San Diego, Cuyamaca and Eastern Railway was completed in 1889, beginning at 9th and N (now Commercial) streets, traveling along N Street, and winding through Mt. Hope Cemetery and Encanto. The present-day San Diego Trolley runs along this historic route (San Diego Railway Museum 1968). Beginning in 1887, steam, mule-drawn, and then electric trolleys began serving the area. Neighborhoods within a few blocks of the rail and streetcar lines flourished as transportation improvements resulted in a corresponding construction boost, especially in Logan Heights.

Southeastern San Diego, especially west of 30th Street, was predominantly home to middle- and working-class families, and the area developed into a small-scale residential area dominated by modest wood-frame cottages and bungalows. In the late nineteenth century, these single-family



residences were rendered in Folk Victorian, Queen Anne, and Folk National architectural styles; by the 1910s, residences featured simplified Craftsman and Early Prairie styles. Most had an outbuilding or stable at the rear of the property (Sanborn Fire Insurance Maps 1906).

In addition to single-family residences, more intensive multiple family residences began to be developed in Southeastern San Diego after the turn of the twentieth century. This new pattern included both small-scale purpose-built flats and multiple detached dwellings situated on a single lot. However, this more intensive housing development pattern did not dominate the plan area until the 1920s when bungalow courts and large apartments became common.

Some of the earliest houses in Southeastern San Diego were large estates, especially in Sherman Heights and Grant Hill. Sherman Heights developed as a fashionable neighborhood for wealthier San Diegans because its hilltop location and proximity to downtown San Diego were desirable. The Sherman House (1886) and Villa Montezuma (1887) are among the most impressive residences in the neighborhood. While working-class cottages were designed by contractors or the owners themselves, estates for wealthy citizens were often designed by architects. Prominent architects known to have worked in San Diego during this period include Irving Gill, William Sterling Hebbard, Comstock & Trotsche, and the Reid Brothers, as well as the early work of William Templeton Johnson, Richard S. Requa, and Frank Mead (Journal of San Diego History n.d.).

#### *Encanto: Suburban Farms*

In contrast with the suburban development of the western portion of the Southeastern San Diego community, Encanto and the South Chollas Valley (formerly part of Ex-Mission Rancho de San Diego de Alcalá, and not part of the San Diego pueblo lands) were decidedly rural in the late nineteenth and early twentieth centuries. Encanto was a self-sufficient town, connected to the city by rail lines but isolated from the land speculation that characterized Southeastern San Diego. Encanto was first platted in 1891, with ten-acre lots. In 1907, the Richland Realty Company purchased 1,100 acres in Encanto and re-platted it into one-half, five- and ten-acre lots, calling it Encanto Heights. The new subdivision was the first suburban stop outside of San Diego on the San Diego, Cuyamaca and Eastern Railway line (City of San Diego Planning Department 2006). It was advertised for “suburban homes and small farms,” ideal for fruit trees, chicken ranches, and gardening. By 1910 there were five additions to Encanto Heights: Rosemont, Sunny Slope, Highdale, Del Norte, and Empire Additions. Prices for one-half-acre tracts ranged from \$50 to \$500, and the Company also had a building department in connection with Encanto Heights to build homes for new buyers (Encanto Advertisements n.d.).

#### *Commercial Corridors*

Because of the close proximity and ease of connection to San Diego’s downtown commercial core, the community remained primarily residential with only scattered neighborhood commercial development. Commercial uses were primarily located along the main transportation corridors linking the neighborhoods together: Imperial Avenue, National Avenue, Logan Avenue, and Market Street. Shops and light industrial uses such as livery stables, breweries, and harness-makers were the primary types of commercial uses in the Southeastern San Diego (SESD) CPU area during this period. By 1910, the Encanto Neighborhoods CPU was also developing a commercial center on Imperial Avenue between 63rd and 65th streets. A portion of this historic

business district remains today on Imperial Avenue, although all the existing buildings from this early period have been considerably altered.

### *Social and Community Services*

In 1869, Alonzo Horton formed a committee to establish a public cemetery for San Diego. The 169-acre City-owned cemetery was sited at the edge of the Pueblo Lands, along the city-county line—necessarily on the outskirts of town for health purposes. Augusta Sherman named the cemetery “Mt. Hope,” and by 1871 it had received its first burials. Mt. Hope Cemetery is notable because from its inception, it was the only cemetery in the city without discriminatory regulations based on color or religious faith. The City of San Diego still manages and maintains Mt. Hope Cemetery today. Mt. Hope, and the adjacent County-owned Greenwood Memorial Park, also affected development in the surrounding area: stone cutters and headstone engraving businesses, flower shops, and mortuaries sprang up across Imperial Avenue from the cemeteries beginning in the 1910s.

As residential development progressed, schools and churches were constructed to serve the growing community. The locations of schools from this period help to explain the larger residential development patterns, as schools typically indicate a certain concentration of nearby single-family homes for families.

### *Annexation*

The Pueblo Lands formed the boundary of the City of San Diego until the early twentieth century, when the city began annexing communities that had developed in the adjacent Ex-Mission San Diego lands. The Encanto Neighborhoods area was incorporated into the city on April 1, 1916 because residents desired San Diego’s municipal water services (City of San Diego Planning Department 2006).

## ***Southeastern San Diego Expands (1917 – 1939)***

### *Residential Development*

Single-family residences were still the primary property type in the community during this period, but the size, style, and layout of the houses began to change to reflect newer architectural trends. The introduction of bungalow courts was the most notable architectural shift in the area. Bungalow courts featured clusters of individual units arranged around a central garden or courtyard, allowing sufficient density while still providing greenery and private space (Curtis and Ford 1988; City of San Diego Planning & Community Investment 2011). Most bungalow courts also included detached garages, indicative of the increasing role of the automobile in urban life. Duplexes and apartment buildings also gained popularity during this interwar period of expansion.

### *The Automobile*

The 1915 Panama-California Exposition and World War I greatly affected the development of Southeastern San Diego because both the exposition and the war called attention to San Diego and brought new people to the city. At the same time, a dramatic increase in automobile production made cars increasingly affordable to the middle classes. By 1930, small-scale residential development extended all the way to the edge of the Pueblo Lands. The automobile

granted more flexibility for developers and homeowners, allowing areas farther from the city center to thrive without relying on public transportation.

The street grid expanded to keep pace with these new suburban tracts. Broadway was extended into the Encanto Neighborhoods area in 1927, Market Street was extended beyond Mt. Hope Cemetery and paved in 1928, and Imperial Avenue became a major thoroughfare. Infrastructure improvements—namely paving the area’s dirt roads—were needed in the plan area as the automobile surpassed the streetcar as the primary mode of transportation. Developers either paved their tracts themselves, or property owners were taxed to cover street improvement bonds (San Diego History Center Vertical Files).

The influence of the automobile resulted in new businesses that catered to car owners. Garages and service stations sprang up along the main commercial corridors in Southeastern San Diego: National Avenue, Logan Avenue, Ocean View Boulevard, Imperial Avenue, and Market Street. The 1920 Sanborn Fire Insurance Maps show a large garage at Imperial Avenue and 30th Street, as well as many corner gas stations along all the main commercial corridors (Sanborn Fire Insurance Maps 1920). In Encanto Neighborhoods, roadhouses, service stations, and garages catered to automobile travelers on Imperial Avenue, one of the main highways out to the communities in eastern San Diego County (City of San Diego Planning Department 2006). Furthermore, personal automobile garages soon became a fixture of the new auto-focused lifestyle in the community.

Like commercial and residential uses, the industrial district was influenced by the automobile. Industrial and light industrial uses no longer had to be located along the rail lines or at the port. The industrial area began to expand into Barrio Logan and the greater Logan Heights area beginning in the 1920s. According to Sanborn Fire Insurance Maps, breweries, bottling works, a concrete block factory, Saratoga Chip Factory, and a candy factory were all located between Kearney and Logan streets (present-day I-5 corridor). Lumber yards and other agricultural industries were located near Encanto (Sanborn Fire Insurance Maps 1921).

### *Ethnic Diversity*

Beginning in the 1920s, ethnic enclaves began to form in the community, especially in the greater Logan Heights area of the SESD CPU area. Minority groups settled in the SESD and Encanto Neighborhoods CPU areas where the restrictive covenants used in other neighborhoods were absent or were not enforced (Norris, 1983). Other factors likely included proximity to jobs and social institutions such as churches, desire for cultural familiarity amongst others of the same culture, and international events that triggered large-scale population migrations across the country. Additionally, as the automobile opened new lands for settlement, wealthier white residents who had once lived in the neighborhoods close to the downtown commercial core took the opportunity to move further afield beginning in the 1920s, leaving vacancies for minority groups in the inner city.

The Memorial Park neighborhood became a center of San Diego’s African-American population in the mid-1920s. By 1926, six of the city’s seven black churches were located in the Memorial Park neighborhood, and by 1940, all eight of the city’s black churches were located in the neighborhood (Norris 1983).

The 1920s saw a dramatic increase in the Mexican-American population in Southeastern San Diego, as large numbers of immigrants fled to the United States after the Mexican Revolution (1910-1920). Additionally, restrictions on European and Asian immigration imposed by the federal government after World War I left many jobs in agriculture, construction, transportation, and mining available for Mexican immigrants (City of San Diego Planning Department 2006)). Many Mexican immigrants settled in Logan Heights, which transformed into the largest concentration of Mexican families in the city during the 1920s (Logan Heights Historical Society 2000).

During the 1920s and 1930s, the Japanese population in San Diego was scattered throughout the city in locations such as Mission Valley and Pacific Beach, as well as surrounding areas including Spring Valley, Chula Vista and Otay Mesa (Crane 1971). In Southeastern San Diego, Japanese community buildings were established close to populated enclaves downtown. Encanto, still a rural suburb, attracted an enclave of Japanese farmers who cultivated the rolling hills (San Diego History Center Vertical Files). The Japanese families that settled in Southeastern San Diego and Encanto Neighborhoods were forced to move to internment camps during World War II. Following the war, most who had owned agricultural land did not, or could not, return to their properties and resettled elsewhere (San Diego History Center Vertical Files).

### ***Freeway Era (1940 – 1967)***

#### ***World War II***

San Diego has long had a military presence, but its place as a major military hub was solidified when the United States entered World War II in 1941. Naval Station San Diego, at the foot of 32nd Street just south of Southeastern San Diego, was the largest Navy base on the West Coast and the home port of the U.S. Pacific Fleet (Cavanaugh and Finn 2009). In Southeastern San Diego, the “Dells” defense housing project was completed circa 1945 and demolished in 1955 (Bussel et. al. 2011). Aerial photos from 1946 also reveal a large housing complex just north of Greenwood Memorial Park (south of Market Street at 43rd Street) labeled as “Market Street Extension Housing.” About four blocks of the development still exist today between 43rd Street and I-805.

#### ***Post-War Era***

After World War II, development continued in Southeastern San Diego’s original subdivisions much as it had in previous periods. By the end of the postwar era, the area west of the I-805 had been entirely built out predominantly with small-scale single-family residences. However, the older housing stock was deteriorating, commercial areas were struggling, and services for lower-income residents were lacking. Construction in the Encanto neighborhood also continued, though it departed from its rural and agricultural origins and shifted towards suburban residential development.

The postwar era saw the rapid expansion of San Diego, and the biggest changes occurred in the Chollas Valley. With large tracts of rural land available so close to the center city, postwar developers quickly saw the potential to create new suburbs in the valley. A study of San Diego County Assessor’s records revealed that subdivisions recorded in the 1950s and 1960s included Ocean View Terrace, on the south side of Ocean View Boulevard between Pueblo Lands boundary and San Pasqual Street. Many developers constructed speculative housing in their new

subdivisions, typically using identical models with a few floor plan variations. Emerald Hills Estates is the best example of this type of housing tract constructed during the postwar period in Encanto Neighborhoods.

### ***Re-Zoning Logan Heights & Declining Socioeconomic Conditions***

In the 1950s, the City of San Diego rezoned the greater Logan Heights area—especially in present-day Barrio Logan—from primarily residential to an industrial or mixed-use classification. This zoning change resulted in major changes to the land use and character of the neighborhood: commercial and industrial businesses were now located adjacent to residences, and automotive scrap yards proliferated (City of San Diego Planning Department 2006). This zoning change combined with municipal transportation decisions and post-war migration patterns to create conditions of blight in the community, especially in greater Logan Heights. As a result, Southeastern San Diego (roughly equivalent to the greater Logan Heights area) was one of two neighborhoods in San Diego officially designated as “Model Cities Neighborhoods,” under an ambitious federal urban aid program that operated between 1966 and 1974 (Bussel et al. 2011).

### ***Car Culture***

In the postwar era, “car culture” pervaded Southern California, and commercial development catered to the increasing number of car owners. New property types such as car washes, drive-in restaurants, and drive-in movie theatres were built, and new avant-garde roadside architectural styles were developed to catch the eye of drivers. For example, the Johnson Wilshire Gas Station at 4689 Market Street (Historic Resource Board [HRB] site #954), built in 1962, embodies the futurist Googie style with a canopy pierced by three diagonal metal supports, much like car wash designs of the period. Another architectural type exhibited in World War II-era and post-war commercial and light industrial buildings is the prefabricated Quonset hut, developed during World War II. After the war, the corrugated metal buildings were adapted to commercial buildings and warehouses (City of San Diego Planning & Community Investment 2011).

In San Diego, master planning for the new freeways began in the early 1950s, and Southeastern San Diego was heavily affected by these plans. Large swaths of the neighborhood were razed in the 1950s and 1960s to make way for the six- and eight-lane freeways, effectively eliminating the once-fluid edges of the neighborhood. The freeways not only demolished some of the area’s oldest buildings, but also displaced families and businesses and exacerbated social issues. Socioeconomic consequences caused by the freeway construction included segregation of lower-income and ethnic minorities; reduction in existing affordable housing stock; and separation of communities from services such as stores, churches, and schools.

### ***Present Day***

Today, Southeastern San Diego remains one of the most ethnically diverse neighborhoods in all of San Diego, continuing the population migration trends that began in the 1920s. In recent years, demolition and deterioration of older housing stock combined with numerous urban infill projects have changed the built environment in the plan area. Large areas that exhibit cohesive historic character no longer exist, but there are many individually exceptional properties and smaller clusters of significant houses that reflect Southeastern San Diego’s past.

## **Archaeological Resources and Cultural Sensitivity**

Archaeological resources include prehistoric and historic locations or sites where human actions have resulted in detectable changes to the area. This can include changes in the soil, as well as the presence of physical cultural remains. Archaeological resources can have a surface component, a subsurface component, or both. Historic archaeological resources are those dating after European contact. These resources may include subsurface features such as wells, cisterns, or privies. Other historic archaeological remains include artifact concentrations, building foundations, or remnants of structures.

A records search was conducted on September 5, 2009, and updated on September 26, 2011, at the South Coastal Information Center (SCIC) located at San Diego State University. An update to the records search was conducted at the SCIC on November 16, 2012, and at the San Diego Museum of Man on November 30, 2012. The archival search consisted of an archaeological and historical records and literature review. The results of the records search indicated that 167 previous investigations have been conducted and 32 cultural resources have been recorded within the CPU areas. The 13 prehistoric resources included two temporary camps; two shell scatters; two shell and lithic scatters; one lithic scatter; one shell, lithic, and groundstone scatter; one shell and lithic scatter with associated midden (refuse site which may consist of animal bone, human waste, botanical material, shells, sherds, lithics, or other waste products); one habitation site; the ethnographic village of Las Choyas; and two isolated finds. The 18 historic resources include 13 historic debris deposits, two historic foundations with associated features, two historic debris deposits with associated features, and one historic residence. One multi-component site is also present, consisting of two historic loci and two prehistoric loci. In addition to the records search, a sacred lands file check with the Native American Heritage Commission (NAHC) indicated that no sacred lands have been identified within the vicinity of the community of Southeastern San Diego.

Based on the results of the records search, the NAHC sacred lands file check, and regional environmental factors, the CPU areas have two cultural sensitivity levels: moderate and high. While the majority of the CPU areas has been developed, numerous previously recorded and newly identified sites and/or features have been observed in a buried context during ground-disturbing construction and infrastructure installation, or maintenance activities. In addition, there are pockets within the community that remain undeveloped, located primarily in canyon areas and designated parks. In addition, the ethnographic village of *Las Choyas* has been identified archaeologically and ethnographically within the CPU areas and has been previously identified as an area of concern to the local Native American community. Moreover, water courses such as Chollas Creek, Imperial Creek, and South Chollas Creek were major transportation corridors and ecological resources used during both prehistoric and historic periods. Given these factors, these areas have a high level of cultural sensitivity. Because cultural resources have also been observed during ground-disturbing activities throughout the community, and because the CPU areas are crossed by multiple high-potential water courses, the remainder of the CPU areas is considered to have a moderate level of sensitivity for buried archaeological resources.

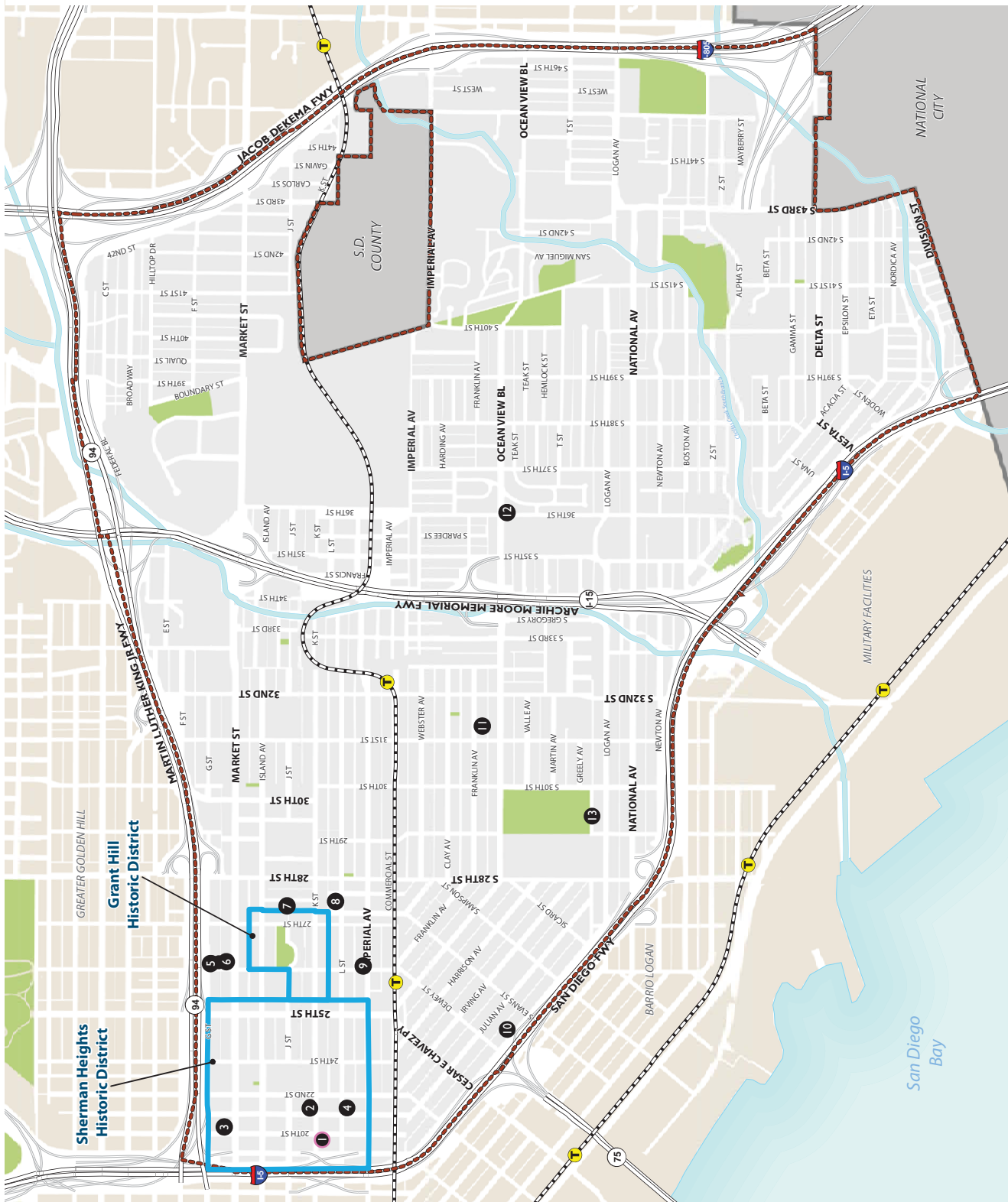
### **Designated Historical Resources**

The SESD CPU area is home to one historic building listed in the National Register of Historic Places, the Villa Montezuma located at 1925 K Street, as well as twelve other individual properties and two historic districts listed in the City of San Diego Register of Historic Resources. The Sherman Heights Historic District lists 390 contributors, and contains a progression of architectural styles illustrating the architectural, social and economic development of the community and City. The Grant Hill Historic District lists 48 contributors, and is notable for its historical association with Ulysses S. Grant, Jr.; the 2.6 acre Grant Hill Park with its panoramic view of the city and surrounding areas; and a variety of architectural styles dating from the late 1800s, including Neoclassic, Stick, Queen Anne, and Craftsman. Encanto Neighborhoods contains two properties listed in the San Diego Register of Historical Resources: the Edwin Capps Residence Site, 910 60th Street (HRB site #248) and Johnson's Wilshire Gas Station, 4689 Market Street (HRB site #954). Designated historic sites and districts for each CPU area are listed in Table 5.7-1 and shown in Figures 5.7-1 and 5.7-2.

Figure 5.7-1

**SOUTHEASTERN SAN DIEGO AND ENCANTO NEIGHBORHOODS COMMUNITY PLAN UPDATES**  
 Southeastern San Diego Historic Resources and Districts

- National Register of Historic Places & Registered San Diego Landmark
- Registered San Diego Landmark
- Registered San Diego Historic Districts
- Trolley Stops
- Trolley Line
- Freeways/Major Highways
- Ramps
- Parks
- Southeastern San Diego Community Plan Boundary
- Areas Outside City of San Diego



Data Source: City of San Diego, 2014; SanGIS Regional Data Warehouse, 2014; Dyett & Bhatia, 2014

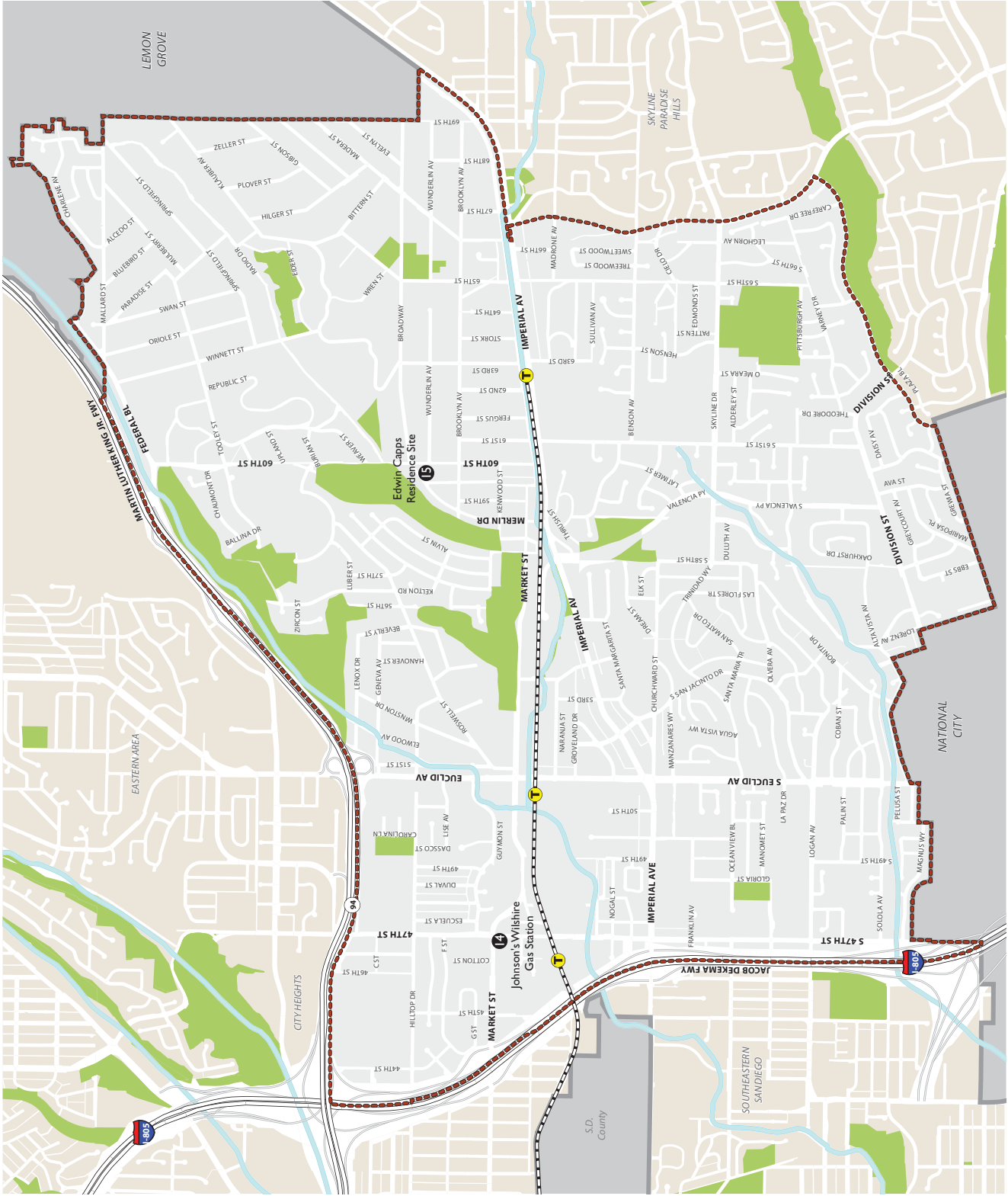


Figure 5.7-2

# SOUTHEASTERN SAN DIEGO AND ENCANTO NEIGHBORHOODS COMMUNITY PLAN UPDATES

## Encanto Neighborhoods Historic Resources and Districts

-  Locally Designated Historic Structures
-  Trolley Stops
-  Trolley Line
-  Freeways/Major Highways
-  Ramps
-  Parks & Open Space
-  Encanto Neighborhoods Community Plan Boundary
-  Areas Outside City of San Diego



Note: The Fifth Amendment to the Central Imperial EIR surrounded the Redevelopment Area for potential historic resources in 2006, but much of the Encanto Planning Area has not been closely surveyed.



Data Source: ASM Affiliates Inc., 2006; City of San Diego, 2014; SanGIS Regional Data Warehouse, 2014; Dyett & Bhatia, 2014

**Table 5.7-1: Designated Historical Resources**

<i>Map ID</i>	<i>Site</i>	<i>HRB #</i>	<i>Address</i>	<i>CPU Area</i>
<b>National Register of Historic Places</b>				
1	Villa Montezuma	11	1925 K Street	Southeastern San Diego
<b>San Diego Register of Historic Resources</b>				
1	Villa Montezuma	11	1925 K Street	Southeastern San Diego
2	Sherman Heights Apartments	338	2108 K Street	Southeastern San Diego
3	Sherman Hearn's House	160	633 20th Street	Southeastern San Diego
4	Hollington House	165	171 21st Street	Southeastern San Diego
5	Frank Zinnel House	218	643 26th Street	Southeastern San Diego
6	Newby-Whitney House	220	629 26th Street	Southeastern San Diego
7	Strandlund Family Residence	221	402 Langley Street	Southeastern San Diego
8	Italian Stone Pine	222	2736 L Street	Southeastern San Diego
9	Claus A. Jonson Commercial Building	219	2602-2608 Imperial Avenue	Southeastern San Diego
10	Gorham House	138	2040-2042 Kearney Avenue	Southeastern San Diego
11	Weldon Glasson House (Chateau de Toman)	78	3139 Franklin Avenue	Southeastern San Diego
12	Old Fire Station #19	893	3601 Ocean View Boulevard	Southeastern San Diego
13	Boys Club of San Diego	1114	2930 Marcy Avenue	Southeastern San Diego
14	Johnson's Wilshire Gas Station	954	4689 Market Street	Encanto Neighborhoods
15	Edwin Capps Residence Site	248	910 60th Street	Encanto Neighborhoods
<b>Historic Districts (San Diego Register of Historical Resources)</b>				
NA	Sherman Heights Historic District (390 contributors)	208	Bounded by Hwy 94, 25th Street, Commercial Street, and I-5 Fwy	Southeastern San Diego
NA	Grant Hill Historic District (48 contributors)	217	Bounded by the alley south of K Street, the alley east of 27th Street, the alley north of Island Avenue, and the alley east of 25th Street (excluding 2500 block of Island Avenue & north side of 2500 block of J Street)	Southeastern San Diego

The Southeastern San Diego Historical Context Statement (Page and Turnbull 2014) discusses the property types—including residential, commercial, educational, industrial, social/community, and municipal properties, and cultural landscapes and archaeological resources—associated with

the significant themes of different development periods. For each property type, there is a description of character-defining features and significance statement, which discusses the criteria that such properties must meet in order to be eligible for listing in local, state, or national historical registers.

## **REGULATORY SETTING**

### **Federal Programs and Regulations**

#### ***National Historic Preservation Act of 1966***

The intent of the National Historic Preservation Act is to preserve historic and archaeological sites across the United States. The Act solidified the role of the National Parks Service as lead agency in the historic preservation program and created cooperative partners in the process, including the Advisory Council on Historic Preservation, State Historic Preservation Offices, and Tribal Historic Preservation Offices.

Section 106 of the National Historic Preservation Act requires federal agencies to consider the effects of their actions on historic properties. The goal of the Section 106 process is to identify historic properties potentially affected by the action in question, assess the effects, and provide ways to avoid, minimize, or mitigate any adverse effect that may occur to a historic property.

#### ***National Register of Historic Places***

The NRHP is the nation's official list of historic places. The register is overseen by the National Park Service, and requires that a property or resource eligible for listing on the register meet one of the following four criteria at the national, state, or local level to ensure integrity and obtain official designation.

- Property is associated with events that have made a significant contribution to the broad patterns of our history
- Property is associated with the lives of persons significant in our past. Eligible properties based on this criterion are generally those associated with the productive life of the individual in the field in which it achieved significance
- Property embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components lack individual distinction
- Property has yielded, or is likely to yield, information important to prehistory or history.

In addition to meeting at least one of these four criteria, listed properties must also retain sufficient physical integrity of those features necessary to convey historic significance. The register has identified the following seven aspects of integrity: (1) location, (2) design, (3) setting, (4) materials, (5) workmanship, (6) feeling, and (7) association. Properties are nominated to the register by the State Historic Preservation Officer of the state in which the property is located, by the Federal Preservation Officer for properties under federal ownership or control, or by the Tribal Preservation Officer if on tribal lands.

Listing in the NRHP provides formal recognition of a property's historic, architectural, or archeological significance based on national standards used by every state. Once a property is listed on the NRHP, it becomes searchable in the NRHP's database of research information. Documentation of a property's historic significance helps encourage preservation of the resource. Listing in the NRHP provides incentives to property owners such as: federal preservation grants for planning and rehabilitation federal investment tax credits, preservation easements to nonprofit organizations, international building code fire and life safety code alternatives, state tax benefits, and grant opportunities. The Federal Tax Incentive Program encourages private sector rehabilitation of historic buildings and is a successful and cost-effective community revitalization program, which generates jobs and creates moderate and low-income housing in historic buildings. Listing does not lead to public acquisition or require public access. In addition, listing does not place any obligations on the private property owners; and there are no restrictions on use, treatment, transfer, or disposition of private property.

### ***National Environmental Policy Act***

The National Environmental Policy Act (NEPA) was signed into law on January 1, 1970. NEPA created an environmental review process requiring federal agencies to consider the effects of their actions on the environment. Under NEPA, all federal agencies must carry out their regulations, policies, and programs in accordance with NEPA's policies for environmental protection, including project compliance with Section 106 of the National Historic Preservation Act, as previously discussed. Any future federal projects in the CPU areas undertaken in accordance with the CPUs would be subject to NEPA requirements.

### ***The Secretary of the Interior Standards and Guidelines for Archaeology and Historic Preservation***

The Secretary of the Interior Standards and Guidelines for Archaeology and Historic Preservation are not regulatory and do not set or interpret agency policy. They are intended to provide technical advice about archeological and historic preservation activities and methods. Federal agency personnel responsible for cultural resource management pursuant to section 110 of the National Historic Preservation Act, State Historic Preservation Offices responsible under the National Historic Preservation Act, local governments wishing to establish a comprehensive approach, and other individuals and organizations needing basic technical standards and guidelines for historic preservation activities are encouraged to use these standards.

### ***Native American Graves Protection and Repatriation Act***

The Native American Graves Protection and Repatriation Act (NAGPRA) was passed in 1990 to provide for the protection of Native American graves. The act conveys to Native Americans of demonstrated lineal descent, the human remains, including the funerary or religious items, that are held by federal agencies and federally supported museums, or that have been recovered from federal lands. NAGPRA makes the sale or purchase of Native American remains illegal, whether or not they were derived from federal or Native American lands.

## **State Regulations**

### **Senate Bill 18**

Senate Bill 18 (SB 18) (California Government Code Sections 65352.3 and 65352.4) was enacted on March 1, 2005, and requires cities and counties to notify and consult with California Native American tribes regarding proposed local land use planning decisions for the purpose of protecting traditional tribal cultural places (otherwise known as sacred sites), prior to adopting or amending a General Plan or designating land as open space. Once tribes are contacted, they have 90 days to request consultation. Because the CPUs would further the policies of the City's General Plan, the required CPUs are required to comply with SB 18.

### **California Government Code Section 65040.2(g)**

California Government Code Section 65040.2(g) provides guidelines for consulting with Native American tribes for the following: (1) the preservation of, or the mitigation of impacts to places, features, and objects described in Sections 5097.9 and 5097.993 of the Public Resources Code; (2) procedures for identifying through the Native American Heritage Commission (NAHC) the appropriate California Native American tribes; (3) procedures for continuing to protect the confidentiality of information concerning the specific identity, location, character, and use of those places, features, and objects; and (4) procedures to facilitate voluntary landowner participation to preserve and protect the specific identity, location, character, and use of those places, features, and objects.

### **California Register of Historical Resources**

The California Office of Historic Preservation maintains the California Register of Historical Resources. The California Register is the authoritative guide to the state's significant historic and archeological resources. The program provides for the identification, evaluation, registration and protection of California's historical resources. The California Register encourages public recognition and protection of resources of architectural, historic, archeological, and cultural significance; identifies historical resources for state and local planning purposes; determines eligibility for state historic preservation grant funding; and affords certain protection to these resources under the California Environmental Quality Act (CEQA).

The California Register has also established context types to be used when evaluating the eligibility of a property or resource for listing. The four criteria are as follows:

1. It is associated with events that have made a significant contribution to the broad patterns of local or regional history, or the cultural heritage of California or the United States.
2. It is associated with the lives of persons important to local, California, or national history.
3. It embodies the distinctive characteristics of a type, period, or method of construction or represents the work of a master, or possesses high artistic values.
4. It has yielded, or is likely to yield, information important to prehistory or history of the local area, California, or the nation.

Similar to the NRHP, eligibility to the California Register requires an establishment of physical integrity, including the four criteria previously described. California's list of special considerations is less stringent than the NRHP, providing allowances for relocated buildings, structures, or objectives as reduced requirements for physical integrity. CEQA sections 15064.5 and 21083.2(g) define the criteria for determining the significance of historical resources. The term "historical resources" refers to all prehistoric and historic resources, including archaeological sites, traditional cultural properties, and historic buildings, structures, sites, objects, landscapes, etc. Since resources that are not listed or determined eligible for the state or local registers may still be historically significant, their significance shall be determined if they are affected by a project. The significance of a historical resource under Criterion 4 rests on its ability to address important research questions. Most archaeological sites which qualify for the CRHR do so under Criterion 4 (i.e., research potential).

### **California Public Resources Code**

Sections 5097–5097.6 of the California Public Resources Code outline the requirements for cultural resource analysis prior to the commencement of any construction project on state lands. The state agency proposing the project may conduct the cultural resource analysis or they may contract with the State Department of Parks and Recreation. In addition, this section stipulates that the unauthorized disturbance or removal of archaeological, historical, or paleontological resources located on public lands is a misdemeanor. It prohibits the knowing destruction of objects of antiquity without a permit (expressed permission) on public lands and provides for criminal sanctions. This section was amended in 1987 to require consultation with the California NAHC whenever Native American graves are found. Violations for the taking or possessing remains or artifacts are felonies.

The Public Resources Code Section 5097.9-991, regarding Native American heritage, outlines protections for Native American religion from public agencies and private parties using or occupying public property. Also protected by this code are Native American sanctified cemeteries, places of worship, religious or ceremonial sites, or sacred shrines located on public property.

### **California Health and Safety Code**

Section 7052 of the California Health and Safety Code makes the willful mutilation, disinterment, or removal of human remains a felony. Section 7050.5 requires that construction or excavation be stopped in the vicinity of discovered human remains until the coroner can determine whether the remains are those of a Native American. If determined to be Native American, the coroner must contact the NAHC.

Section 8010-8030 of the California Health and Safety Code constitutes the California Native American Graves Protection and Repatriation Act of 2001 (CALNAGPRA). CALNAGPRA provides a process and requirements for the identification and repatriation of collections of human remains or cultural items to the appropriate tribes from any state agency or museum that receives state funding.

**Local Regulations**

**General Plan Historic Preservation Element**

The Historic Preservation Element of the General Plan provides guidance on archaeological and historic site preservation in San Diego, including the roles and responsibilities of the HRB, the status of cultural resource surveys, the Mills Act, conservation easements, and other public preservation incentives and strategies. A discussion of criteria used by the HRB to designate landmarks is included, as is a list of recommended steps to strengthen historic preservation in San Diego. The Element sets a series of goals for the City for the preservation of historic resources, and the first of these goals is to preserve significant historical resources. These goals are realized through implementation of policies that encourage the identification and preservation of historical resources. Those policies are detailed in Table 5.7-2.

**Table 5.7-2 General Plan Historic Preservation Element Policies**

<i>Policy</i>	<i>Description</i>
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.
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.

Policies HP-A.1 through HP-A.5 are associated with the overall identification and preservation of historical resources. This includes policies to provide for comprehensive historic resource planning and integration of such plans within City land use plans, such as the CPUs being analyzed within this PEIR. These policies also focus on coordinated planning and preservation of tribal resources, promoting the relationship with Kumeyaay/Diegueño tribes. Historic Preservation policies HP-B.1 through HP-B.4 address the benefits of historical preservation planning and the need for incentivizing maintenance, restoration, and rehabilitation of designated historical resources. This is proposed to be completed through a historic preservation sponsorship program and through cultural heritage tourism.

## **Historic Resources Regulations**

In January 2000, the City's Historical Resources Regulations (Regulations), part of the SDMC (Chapter 14, Article 3, Division 2: Purpose of Historical Resources Regulations or Sections 143.0201-143.0280), were adopted, providing a balance between sound historic preservation principles and the rights of private property owners. The Regulations have been developed to implement applicable local, state, and federal policies and mandates. Included in these are the City's General Plan, CEQA, and Section 106 of the National Historic Preservation Act of 1966.

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).

The Regulations authorize promulgation and publishing of the Guidelines and are incorporated in the San Diego LDC by reference. These guidelines set up a Development Review Process to review projects in the city. This process is composed of two aspects: the implementation of the Regulations, explained below, and the determination of impacts and mitigation under CEQA.

Compliance with the Regulations begins with the determination of the need for a site-specific survey for a project. Section 143.0212(b) of the Regulations requires that historical resource sensitivity maps be used to identify properties in the city that have a probability of containing archaeological sites. These maps are based on records maintained by the SCIC of the California Historic Resources Information System (CHRIS) and San Diego Museum of Man, as well as site-specific information in the City's files. If records show an archaeological site exists on or immediately adjacent to a subject property, the City shall require a survey. In general, archaeological surveys are required when the proposed development is on a previously undeveloped parcel, if a known resource is recorded on the parcel or within a one-mile radius, or if a qualified consultant or knowledgeable City staff member recommends it. Surveys are also required if more than five years have elapsed since the last survey and the potential for resources exists.

A historic property (built environment) survey can be required on a project if the properties are over 45 years old and appear to have integrity of setting, design, materials, workmanship, feeling, and association.

Section 143.0212(d) of the Regulations states that if a property-specific survey is required, it shall be conducted according to the Guidelines criteria. Using the survey results and other available applicable information, the City shall determine whether a historical resource exists, whether it is eligible for designation as a designated historical resource, and precisely where it is located.

### ***City of San Diego Historical Resources Guidelines***

Historical resources, as defined in the City's Historical Resources Guidelines, 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 historical, archaeological, scientific, educational, cultural, architectural, aesthetic, or traditional significance to the citizens of the city."



The City established a set of criteria as a baseline to be used by the HRB in the designation process. City Designation Criteria for historic resources are outlined in the General Plan and Historical Resources Guidelines (City of San Diego 2001, 2009). These criteria reflect a more local perspective of historical, architectural, and cultural importance for inclusion on the City's Historical Resources Register. The resource may be designated, or eligible for designation, pursuant to one or more of the following criteria, and in turn would be considered a significant resource:

- A. Exemplifies or reflects special elements of the city's, a community's, or a neighborhood's historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping, or agricultural development.
- B. Is identified with persons or events significant in local, state, or national history.
- C. Embodies distinctive characteristics of a style, type, period, or method of construction or is a valuable example of the use of indigenous materials or crafts.
- D. Is representative of the notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist, or craftsman.
- E. Is listed or has been determined eligible by National Park Service for listing on the NRHP or is listed or has been determined eligible by the State Historical Preservation Office for listing on the State Register of Historic Resources.
- F. Is a finite group of resources related to one another in a clearly distinguishable way or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest, or aesthetic value, or which represent one or more architectural periods or styles in the history and development of the city.

Under the City's Guidelines, certain types of resources are typically considered insignificant for planning purposes, such as isolates, sparse lithic scatters, isolated bedrock milling features, shellfish processing stations, and sites and buildings less than 45 years old (City of San Diego 2001). The Guidelines cover all properties (historic, archaeological, landscapes, traditional, etc.) that are eligible or potentially eligible for the NRHP.

The Guidelines define significance for historic buildings, structures, objects, and landscapes based on age, location, context, integrity, and association with an important person or event. An archaeological site is defined as at least three associated artifacts/ecofacts within a 40-square-meter area, or as a single feature, and be at least 45 years old (City of San Diego 2001). The determination of an archaeological site's significance depends on factors specific to that site, including: size, type, and integrity; presence or absence of a subsurface deposit, soil stratigraphy, features, diagnostic artifacts, or datable material; artifact/ecofact density; assemblage complexity; cultural affiliation; association with an important person or event; and ethnic importance. According to the City's Guidelines, archaeological sites with only a surface component are not typically considered significant unless demonstrated otherwise. All other archaeological sites are considered potentially significant (City of San Diego 2001).

For a site to have ethnic significance it must be associated with a burial or cemetery; religious, social, or traditional activities of a discrete ethnic population; an important person or event as

defined within a discrete ethnic population; or the mythology of a discrete ethnic population (City of San Diego 2001).

### **Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines**

Per HRB Policy 4.1, the HRB may adopt development guidelines for historic districts to be used in development project review in order to help maintain the districts' historical and/or architectural integrity. The Sherman Heights Development Guidelines were adopted in 1987, and amended in 1990 to include Grant Hill Park. With the inclusion of Grant Hill Park, the guidelines were renamed the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines. These guidelines cover rehabilitation of historic sites, rehabilitation of other potentially contributing structures, alteration of historic structures, maintenance of historic sites, and new development in the historic districts. Guidelines for new development seek to ensure that projects are designed to relate visually to the architectural characteristics of the existing historically contributing buildings in order to provide visual continuity and coherence, and cover maximum lot size, building height, street yard, street yard fencing, building materials, building colors, streetscape, sidewalks, parkways and street trees, and landscaping.

## **Impact Analysis**

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### **SIGNIFICANCE CRITERIA**

Based on the City's 2011 Significance Determination Thresholds, which have been adopted to guide a programmatic assessment of the CPUs, impacts related to historical resources would be significant if the CPUs would result in:

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

### **METHODOLOGY AND ASSUMPTIONS**

#### **Southeastern San Diego Historic Context Statement**

The historical resources analysis is based on information presented in the Southeastern San Diego Historic Context Statement and Archaeological Resources report prepared for the Southeastern San Diego Community Plan Update. Research for these documents included a review of previous studies; a records search; a sacred lands file check; and archival research. Documents reviewed include the National Register of Historic Places (NAHP), the San Diego Register of Historical Resources, and previously prepared historic resource surveys and context statements for Barrio Logan, Western Southeast San Diego, and the Central Imperial Redevelopment Plan. The records search was conducted at the South Coastal Information Center (SCIC) at San Diego State

University, and at the San Diego Museum of Man. The sacred lands file check was conducted with the Native American Heritage Commission (NAHC). Archival research included primary and secondary sources such as Sanborn Fire Insurance Maps, newspaper articles, city directories, census data, historic photographs, books and publications, Geographic Information System (GIS) maps, and internet sources. Research took place at local, regional, and online repositories including the San Diego Central Library (California Room), San Diego Historical Society Research Library, San Diego County Assessor's Office, and the City of San Diego Planning Department.

The Southeastern San Diego Historic Context Statement follows guidelines from the following National Park Service publications:

- National Register Bulletin No. 15 How to Apply the National Register Criteria for Evaluation
- National Register Bulletin No. 16A How to Complete the National Register Registration Form
- National Register Bulletin No. 16B How to Complete the National Register Multiple Property Documentation Form
- National Register Bulletin No. 24 Guidelines for Local Surveys: A Basis for Preservation Planning.

Guidelines published by the California Office of Historic Preservation were also consulted, including the state's official Instructions for Recording Historical Resources and a guide entitled "Writing Historic Context Statements." The City of San Diego's "Historic Resource Survey Guidelines" (July 2008) were also consulted.

### **Impact Analysis**

Potential impacts resulting from implementation of the CPUs were evaluated based on the City of San Diego's Historical Resources Guidelines; historical information found in primary and secondary sources as cited in the Southeastern San Diego Community Plan Update Historic Context Statement (Page and Turnbull, 2014) and the Community Plan Update for the Communities of Southeastern San Diego and Encanto Prehistoric Cultural Resources report (AECOM, 2015); documentation for the National Register of Historic Places, the City of San Diego's Register of Historical Resources, and previously conducted historical resource surveys; and the property type evaluations conducted for the Southeastern San Diego Community Plan Update Historic Context Statement.

The City of San Diego's CEQA Significance Determination Thresholds define a significant historic resource as one which qualifies for the California Register of Historical Resources or is listed in a local historic register or deemed significant in a historical resource survey, as provided under Section 5024.1(g) of the Public Resources Code, though even a resource that is not listed in, or determined eligible for listing in, the California Register, not included in a local register, or not deemed significant in a historical resource survey it may nonetheless be historically significant for purposes of CEQA. The City's Historical Resources Guidelines state the significance of a resource may be determined based on the potential for the resource to address important research

questions as documented in a site specific technical report prepared as part of the environmental review process. Research priorities for the prehistoric, ethnohistoric and historic periods of San Diego history are discussed in Appendix A to the Historical Resources Guidelines. As a baseline, the City of San Diego has established the following criteria to be used in the determination of significance under CEQA:

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

The CPUs would be considered to have a significant direct impact on historical resources if they resulted in the demolition, relocation, or substantial alteration of a resource listed in, or formally determined eligible for listing in the NRHP or the CRHR, including contributors to NRHB Historic Districts or California Register Historic Districts or the San Diego Historical Resources Register, including contributors to San Diego Register Historic Districts, or which otherwise meets the California Environmental Quality Act (CEQA) criteria for historic resources, as discussed above. Grading, excavation, and other ground-disturbing activities associated with development projects that affect important (as determined per the Historical Resources Guidelines) archaeological sites or traditional cultural properties would also constitute a significant direct impact.

For the purposes of this PEIR, programmatic impacts are discussed in broad, qualitative terms. This assessment does not satisfy the need for project-level CEQA analysis for individual projects. Individual projects under the CPUs will require a project-level analysis at the time they are proposed based on the details of these projects and the existing conditions at the time such projects are pursued.

## **SUMMARY OF IMPACTS**

Future development implemented in accordance with the CPUs has the potential to result in significant impacts on prehistoric and historic resources. Specifically, future development and related construction activities could result in the alteration of a prehistoric or historic building,

structure, object, or site; impact existing religious or sacred uses; or disturb human remains. Potential impacts on known and unknown resources would be addressed by existing federal, state, and local regulations and guidelines, which establish a framework for mitigation. The CPUs also contain policies intended to avoid or minimize potential impacts on resources. Thus, with adherence to existing regulations and guidelines, and following the mitigation framework discussed below, impacts would be reduced to below a level of significance.

## **IMPACTS**

### **Impact 5.7-1 Implementation of the CPUs could result in an alteration of a prehistoric or historic building, structure, object or site. (Less than Significant with Mitigation)**

The CPU areas contain known historic resources, including resources listed in the NRHP and the San Diego Historical Resources Register, and two San Diego Register Historic Districts. Specifically:

- Southeastern San Diego includes 13 sites listed on the San Diego Register of Historic Resources, including one (Villa Montezuma) which is also listed on the National Register of Historic Places.
- Two historic districts listed in the San Diego Register of Historic Resources, Sherman Heights and Grant Hill, are also located in Southeastern San Diego.
- Encanto Neighborhoods features two properties listed on the San Diego Register of Historic Resources.

Additionally, there is potential for archaeological resources in the CPU areas, most likely along Chollas Canyon and other waterways, where archeological sites have previously been documented in the CPU areas.

Though the CPUs do not propose specific development, future buildout consistent with the CPUs has the potential to impact significant historical resources at the project level. Direct impacts may include substantial alteration, relocation, or demolition of historic buildings, structures, objects, landscapes, and sites, as well as impacts to archaeological sites from grading, excavation, or other ground-disturbing activities. Indirect impacts may include the introduction of visual, audible, or atmospheric effects that are out of character with a historic property or alter its setting, when the setting contributes to the resource's significance, or increasing the potential for vandalism or destruction of an archaeological resource or traditional cultural property.

Implementation of the SESD CPU would include the establishment of the Sherman Heights and Grant Hill Park Historic Districts CPIOZ, as described in Chapter 3 of this PEIR. Development within these CPIOZ districts would be required to be consistent with the Sherman Heights and Grant Hill Park Historic Districts Design Criteria and Guidelines and the City's Historic Resources Regulations. Any projects not consistent with either the historic district guidelines or the Regulations would require a Site Development Permit. Implementation of the CPIOZ and policies in the CPUs designed to support historic preservation, along with the City's Historic Preservation Element, Historical Resources Guidelines, and Historical Resources Regulations, and

the federal and state regulations described above, provide a regulatory framework for developing project-level mitigation measures for future discretionary projects. These policies and Mitigation Framework are described below.

### ***CPU Policies that Reduce the Impact***

The SESD and Encanto Neighborhoods CPUs each contain a Historic Preservation Element that supports the Historic Preservation Element of the General Plan through goals and policies for identifying and preserving historical resources, and educating citizens about the benefits of, and incentives for, historic preservation. Additional policies supporting the identification and preservation of historical resources are also included in the Land Use, Urban Design, Conservation and Sustainability, and Arts and Culture elements of the CPUs.

In the SESD CPU, policies seek to preserve and enhance the historic integrity of the Sherman Heights and Grant Hill historic districts, while both CPUs contain policies to facilitate the identification, designation, and preservation of historically and culturally significant resources throughout the CPU areas. Proposed policies in both CPUs seek to preserve and rehabilitate historic and culturally significant residential properties and other structures, require new developments to be sensitive to existing neighborhood character and any Historic District design guidelines, and include measures to protect archaeological resources. Proposed policies also seek to identify the historic context of the CPU area from a multi-cultural perspective, and contain education components to increase public awareness of the area's significance. Proposed policies would minimize direct impacts on historical and cultural resources by ensuring that such resources are identified and appropriately designated; by encouraging preservation, rehabilitation, and adaptive reuse of historic structures instead of demolition or other significant alterations as part of future development; and by protecting and protecting significant archeological resources. Proposed policies would also minimize indirect impacts by preserving the visual integrity and character of the historic districts and of the areas surrounding individual historical resources.

#### *Land Use Element (Southeastern San Diego)*

- P-LU-4** Refer to the Sherman Heights Historic District and Grant Hill Historic District for development and rehabilitation guidelines.
  
- P-LU-12** Balance new development with the rehabilitation of high-quality older residential development.
  
- P-LU-15** Encourage preservation and renovation of culturally and historically significant residential units and provide incentives to retrofit or remodel units in a sustainable manner.
  
- P-LU-16** Preserve existing single-family homes that provide affordable housing and contribute to Southeastern San Diego's unique character in particular in the Sherman Heights and Grant Hill Historic Districts.
  
- P-LU-17** Rehabilitate existing residential units that contribute to the historic district's character and fabric. Encourage adaptive reuse of historically or architecturally

interesting buildings in cases where the new use would be compatible with the structure itself and the surrounding area.

*Urban Design Element (Southeastern San Diego)*

**P-UD-2** Design buildings so that they contribute to a positive neighborhood character, provide diverse living, working and shopping environments, and relate to the community. Designs should be sensitive to scale, form and quality while respecting the context of well-established streets, landmarks, and areas that give a community a sense of place and history (refer to General Plan Policies UD-A.5; UD-A.7).

- Development height should be roughly proportional to street width, except where different heights are desired to reflect the importance of key streets within the Village District area or to preserve desired lower-scale character within the Historic Districts.

**P-UD-17** Establish harmonious transitions and visual relationships between new and older buildings. Repeat existing building lines and surface treatments and provide gradual transitions in height, bulk and density, particularly where a development abuts single-family residential areas.

**P-UD-63** Promote the preservation and adaptive reuse of historic districts and historic structures to reinforce the history of the area and reinvest in existing resources.

**P-UD-64** Require all development in the Sherman Heights & Grant Hill Park Historic Districts to follow the guidelines and recommendations of the Sherman Heights & Grant Hill Park Historic Districts Design Criteria and Guidelines.

**P-UD-65** Incorporate local history and heritage into the public realm through elements including signage, information placards, historic plaques, murals, gateway features, and unique pavers.

**P-UD-66** Encourage the restoration and maintenance of older structures that may not be historically designated but nonetheless contribute to the unique character and flavor of Southeastern San Diego.

*Conservation and Sustainability Element (Southeastern San Diego)*

**P-CS-17** Preserve the panoramic view offered by Grant Hill Park.

*Historic Preservation Element (Southeastern San Diego)*

**P-HP-1** Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.

**P-HP-2** Identify, designate, preserve and restore historical buildings in Southeastern San Diego and encourage their adaptive reuse in a manner consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

- P-HP-3** Develop a historic context statement related to the African-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-4** Develop a historic context statement related to the Mexican-American “sense of place” and cultural landscape evident throughout the community to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-5** Develop a historic context statement related to the Japanese-American community within Southeastern San Diego to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-6** Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Southeastern San Diego.
- P-HP-7** Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- P-HP-8** Conduct project specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts on significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.
- P-HP-12** Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.
- P-HP-13** Promote community education and awareness of the significance of Southeastern San Diego’s potential and listed historic resources.
- P-HP-14** Partner with Sherman Elementary School, located in the heart of the Sherman Heights Historic District, to provide information on the history and significance of the surrounding community. Materials could include photographs, printed brochures and walking tours that could be utilized for local field trips.
- P-HP-15** Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Logan Heights and Mountain View/Beckwourth libraries to better inform the public about the prehistoric occupation and the historic development of Southeastern San Diego.



- P-HP-16** Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-17** Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.

*Arts and Culture Element (Southeastern San Diego)*

- P-AC-5** Support the diversity of history, culture, climate, environment, and people through inclusive arts and cultural offerings accessible to non-English speaking residents, seniors, and visually and hearing impaired populations.

*Land Use Element (Encanto Neighborhoods)*

- P-LU-23** Encourage infill residential developments within existing neighborhoods to be compatibly designed with neighborhood character and form.
- P-LU-26** Encourage preservation and renovation of housing stock that may become culturally and historically significant during the planning period (See also the Historic Preservation Element).
- P-LU-32** Encourage preservation and renovation of culturally and historically significant residential units and provide incentives to retrofit or remodel units in a sustainable manner.

*Urban Design Element (Southeastern San Diego)*

- P-UD-2** Design buildings so that they contribute to a positive neighborhood character, provide diverse living, working and shopping environments, and relate to the community. Designs should be sensitive to scale, form and quality while respecting the context of well-established streets, landmarks, and areas that give a community a sense of place and history (refer to General Plan Policies UD-A.5; UD-A.7).
- P-UD-15** Establish harmonious transitions and visual relationships between new and older buildings. Repeat existing building lines and surface treatments and provide gradual transitions in height, bulk and density, particularly where a development abuts single-family residential areas.

*Historic Preservation Element (Encanto Neighborhoods)*

- P-HP-1** Conduct a Historic Resources Reconnaissance Survey to identify architecturally and historically significant buildings and potential historic districts.
- P-HP-2** Identify, designate, preserve and restore historical buildings in Encanto Neighborhoods and encourage their adaptive reuse in a manner consistent with the U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties.

- P-HP-3** Develop a historic context statement related to the Japanese-American community within Southeastern San Diego and Encanto Neighborhoods to assist with the identification, evaluation and preservation of resources significant to that history. Include an oral history component in the context statement to inform the context about those properties valued by the community.
- P-HP-4** Conduct subsurface investigations at the project level to identify potentially significant archaeological resources in Encanto Neighborhoods.
- P-HP-5** Protect and preserve significant archaeological resources. Refer significant sites to the Historical Resources Board for designation.
- P-HP-6** Conduct project-specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.
- P-HP-10** Include measures during new construction to monitor and recover buried deposits from the historic period and address significant research questions related to prehistory.
- P-HP-11** Promote community education and awareness of the significance of Encanto Neighborhood's potential and listed historic resources.
- P-HP-12** Include well-preserved archaeological artifacts in an exhibit that could temporarily be housed at the Valencia Park/Malcolm X, Skyline and Paradise Hills libraries to better inform the public about the prehistoric occupation and the historic development of Encanto Neighborhoods.
- P-HP-13** Promote the maintenance, restoration, rehabilitation and continued private ownership and utilization of historical resources through a variety of financial and development incentives.
- P-HP-14** Continue to use existing incentive programs and develop new approaches, such as architectural assistance and relief from setback requirements through a development permit process, as needed.

*Arts and Culture Element (Encanto Neighborhoods)*

- P-AC-5** Support the diversity of history, culture, climate, environment, and people through inclusive arts and cultural offerings accessible to non-English speaking residents, seniors, and visually and hearing impaired populations.

**Mitigation Framework**

The City of San Diego's General Plan, combined with federal, state, and local regulations, provide a regulatory framework for developing project-level historical resources mitigation measures for future discretionary projects. All development projects with the potential to affect historical resources—such as designated historical resources; historical buildings, districts, landscapes,

objects, and structures; important archaeological sites; and traditional cultural properties—are subject to site-specific review in accordance with the City’s Historical Resources Regulations and Historical Resources Guidelines, through the discretionary process. The following Mitigation Framework measures (MM-HIST-1 and MM-HIST-2) would be required of all future development projects with the potential to impact significant historical resources.

#### **MM-HIST-1** Archaeological Resources

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, archeological 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 Archaeology 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 archeological research in similar areas, models that predict site

distribution, and archeological, 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. 1

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 shall be evaluated against the Significance Thresholds found in the Guidelines. If significant historical resources are identified within the Area of Potential Effect, the site may be eligible for local designation. 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. In the event that human remains are discovered during project grading, work shall halt in that area and the procedures set forth in the California Public Resources Code (Section 50987.98) and State Health and Safety Code (Section 7050.5), and in the federal, state, and local regulations described above shall be undertaken. These provisions 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.

#### **MM-HIST-2** Historic Buildings, Structures, and Objects

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:

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

#### ***Significance after Mitigation***

Future development implemented in accordance with the CPUs that would potentially result in impacts on significant historical resources would be required to implement MM-HIST-1 and

MM-HIST-2, which address archaeological resources and historic buildings, structures, and objects, respectively. This Mitigation Framework, combined with the Sherman Heights and Grant Hill Park Historic Districts CPIOZ and CPU policies promoting the identification and preservation of historical resources in the CPU areas, reduces the program-level impact related to prehistoric or historical archaeological sites and historic resources of the built environment to below a level of significance.

**Impact 5.7-2      Implementation of the CPUs could result in impacts on existing religious or sacred uses or the disturbance of any human remains, including those interred outside of formal cemeteries. (Less than Significant with Mitigation)**

Avoiding impacts on religious or sacred places or human remains may be unavoidable in certain circumstances when resources are discovered during construction. Although there are no known religious or sacred uses within the CPU areas, there is potential for these to be encountered during future construction activities associated with implementation of the CPUs, particularly given the high cultural sensitivity of areas such as the ethnographic village of Las Choyas, found in both of the CPU areas, which has been previously identified as an area of concern to the local Native American community, and areas along waterways, where prehistoric resources are most likely to be found. Similarly, there are no known human remains interred outside of formal cemeteries. However, there are many areas within the city where previously unknown prehistoric human remains and prehistoric sites have been uncovered during both archaeological investigations and grading activities. Therefore, the potential for encountering human remains during construction activities is also possible. Thus, significant impacts on religious or sacred uses or human remains may occur as a result of future development taking place in accordance with the CPUs.

The CPUs are designed to support the historic preservation goals of the City's General Plan, and contain policies that address the treatment of religious or sacred sites and human remains. The City's regulatory framework, along with federal and state regulations, also addresses these issues and provides for the development of mitigation measures in the case that such resources are encountered. The CPU policies and Mitigation Framework are described below.

***CPU Policies that Reduce the Impact***

The CPUs contain policies that provide for the identification and proper handling of potentially sensitive resources such as sacred or religious places or human remains. Proposed policies in both CPUs encourage early consultation with Native American groups as well as involvement of Native American groups in identifying significant resources and developing appropriate mitigation and treatment plans for significant sites. Proposed policies also recommend actions to avoid or minimize disturbance to potential or uncovered human remains during excavation or construction.

***Historic Preservation Element (Southeastern San Diego)***

**P-HP-8**      Conduct project specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.



- P-HP-9** Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.
- P-HP-10** Recommend that in the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction, the concerned parties seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative. Treat sites containing human remains, funerary objects, sacred objects, or objects of cultural patrimony according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), CALNAGPRA, other applicable state laws governing the treatment of Native American human remains, and any agency-specific rules and procedures for handling such matters.
- P-HP-11** Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary determination as to origin of the remains.

*Historic Preservation Element (Encanto Neighborhoods)*

- P-HP-6** Conduct project-specific Native American consultation early in the development review process to ensure adequate data recovery and mitigation for adverse impacts to significant archaeological and Native American sites. Refer potentially significant historical and cultural resources to the Historical Resources Board for designation.
- P-HP-7** Allow concerned Native American parties an opportunity to comment on or participate in any treatment plan for any sites with cultural and religious significance to the Native American community.
- P-HP-8** Recommend that concerned parties seek to avoid direct and indirect impacts to the site(s) as the primary mitigation alternative in the event that Native American burials are anticipated or inadvertently discovered during controlled archaeological excavations or any phase of construction. Proceed according to applicable laws and in accordance with the Native American Graves Protection and Repatriation Act (NAGPRA; 43 CFR 10), CALNAGPRA, other applicable state laws governing the treatment of Native American human remains, and any agency-specific rules and procedures, concerning the treatment of sites containing human remains, funerary objects, sacred objects or objects of cultural patrimony.
- P-HP-9** Recommend that if human remains are uncovered, no further disturbance of the site shall occur until the County Coroner has made the necessary determination as to origin of the remains.

***Mitigation Framework***

While it is not expected that religious or sacred places or human remains would be disturbed as a result of buildout of the CPUs, there is potential for these resources to be present. In the event that human remains are discovered during project grading, work shall halt in that area and the

procedures set forth in the California Public Resources Code (Section 50987.98) and State Health and Safety Code (Section 7050.5), and in the federal, state, and local regulations described above shall be undertaken.

Mitigation Framework measure MM-HIST-1 would be the same as outlined above in Impact 5.7-1.

***Significance after Mitigation***

Future development implemented in accordance with the CPUs that would potentially result in impacts on sacred or religious places or human remains would be required to implement MM-HIST-1. This Mitigation Framework, combined with CPU policies promoting the identification and preservation of significant resources in the CPU areas, reduces this program-level impact to below a level of significance.

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