6.7 Historical Resources

This section analyzes the potential impacts on historical resources due to implementation of the proposed North Park Community Plan Update (CPU) and associated discretionary actions. It documents the historical background for the North Park community and addresses prehistoric, historic, archaeological, and sacred lands. The information in this section is based on the *Community Plan Update for the Community of Greater North Park Prehistoric Cultural Resources Study* (AECOM, January 2015), the *North Park Community Plan Area Historic Resources Survey* (Historic Resources Group, May 2016), and other primary and secondary sources as referenced in the reports and this section. These reports are included in Appendixes G-1 and G-2, respectively, of this PEIR.

6.7.1 Existing Conditions

A general discussion of the environmental setting relative to historical resources and the applicable regulatory framework are summarized in Chapters 2.0 and 5.0, respectively. The existing conditions included in this chapter focuses on the North Park community (formerly known as Greater North Park) and the specific cultural resources identified or known to occur in this community.

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

The North Park Community Plan Area is one of the older communities in San Diego. Located north and east of Balboa Park, the CPU area is composed of several communities, including the original North Park neighborhood, and portions of University Heights and Valle Vista, among others. North Park is located on a mesa punctuated by hills and numerous canyons. The sloping sides of the mesa define the north, east, and south boundaries of North Park. The Uptown Community Plan area and Balboa Park further define the western boundary.

The North Park community is primarily residential, with commercial centers located along major transportation corridors. Major east-west corridors include Upas Street, University Avenue, and El Cajon Boulevard; north-south corridors include Park Boulevard and 30th Street. While large portions of North Park were first subdivided in the late-19th century, much of the development did not occur until the 1920s and 1930s. During this period, large tracts were built out with single-family

residences designed in the popular architectural styles of the day, including the Craftsman and Spanish Colonial Revival styles. Multi-family residences were developed primarily as infill in established neighborhoods, and include residential courts from the 1920s through the 1950s, along with larger apartment buildings from the 1960s and 1970s.

North Park was first connected to the City center by the electric streetcar in 1890. This mode of transportation, in combination with the city's substantial growth and installation of supporting utilities within the community, prompted subdivision of land in this community in the late 19th century and development in the early 20th century. Commercial development was also clustered along transportation lines, first along streetcar routes, such as Park Boulevard and University Avenue, and later along automobile corridors like El Cajon Boulevard. As a result, North Park's commercial development reflects a wide range of architectural styles, including Art Deco, Egyptian Revival, Streamline Moderne, Spanish Colonial Revival, and Mid-Century Modern.

6.7.1.1 North Park 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. The Ethnohistoric period, sometimes referred to as the ethnographic present, commences with the earliest European arrival in San Diego and the founding of Mission San Diego de Alcalá in 1769 brought profound changes in the lives of the Kumeyaay and continued through the Spanish (1769-1821) and Mexican (1821-1848) periods and into the American period (1848-present). These cultural sequences are further described in Chapter 2.0 – Environmental Setting.

6.7.1.2 North Park History

The history of North Park can be generally characterized into four themes significant to the development of the community: Early Settlement of Greater North Park: 1893 to 1906; Development of North Park: 1907 to 1929; Influence of the Great Depression and World War II in North Park: 1930 to 1945; and Post-World War II Development in North Park: 1946 to 1970. These patterns of cultural and historical development are summarized below.

Early Settlement of Greater North Park: 1893 to 1906

North Park initially developed as an agricultural community. In 1893, James Monroe Hartley purchased forty acres on what was then the northeastern edge of the city. He named the area Hartley's North Park, due to its location relative to City Park (Balboa Park), and planted a lemon orchard. Over the next decade, several other families established residences and citrus ranches in North Park. By 1900, there were seven land owners and fifty-five residents between Florida Canyon and the eastern City limits at Boundary Street. However, by 1905 most of the groves had been decimated by drought. This, combined with ongoing infrastructure improvements, paved the way for the subdivision of these agricultural lands for residential development.

Development of North Park: 1907 to 1929

The expansion of the city's streetcar system into North Park – including the Adams Avenue Line (1907), University Avenue Line (1907), and 30th Street Line (1911) – had a tremendous impact on the development of North Park. Early real estate subdivisions closely followed the routes of the streetcar lines. As San Diego's population reached 75,000 by 1920, most new development occurred in areas east of downtown. By 1924, North Park was considered the fastest growing neighborhood in San Diego.

In the 1920s, as developers installed the infrastructure, mostly middle-class families erected the modest residences that make up much of North Park's residential building stock today. During this period, architectural preferences shifted away from Victorian styles to the Craftsman style, whose deep eaves and large porches were well-suited to San Diego's mild climate. During this same period, bungalow courts proliferated throughout North Park, primarily in the area between University and Adams Avenues.

One of North Park's earliest commercial nodes, at the intersection of 30th Street and University Avenue streetcar lines, would develop into the community's primary business district. As automobile ownership increased, commercial centers began to move away from the streetcar routes. In North Park, commercial development shifted to El Cajon Avenue (now El Cajon Boulevard). Unlike University Avenue, which was developed for the pedestrian, businesses on El Cajon Boulevard primarily catered to the motorist.

Substantial civic and institutional development took place in North Park throughout the 1920s. During this period, the community received its first localized branches of public services, including a service station and a post office. Several educational facilities were established, including Park Villas Elementary School and Jefferson Elementary school, as well as two private schools, Saint Augustine Boys' School and the Academy of Our Lady of Peace School for Girls. Between 1922 and 1924, five religious congregations built new facilities in North Park, including Trinity Methodist Church, St. Patrick's Catholic Church, Plymouth Congregational Church, North Park Baptist Church, and St. Luke's Episcopal Church.

Influence of the Great Depression and World War II in North Park: 1930 to 1945

The Great Depression had an immediate impact on what had been one of the fastest growing communities in San Diego, and construction would remain slow into the early 1940s. Residential construction essentially ceased, and many business ventures failed along established commercial thoroughfares such as University Avenue. However, the 1935 California Pacific International Exposition also held in Balboa Park, helped North Park rebound more quickly than other communities. That same year, a sign with the community's name was suspended across the intersection of 30th Street and University Avenue. However, it was United States' entrance into World War II that effectively ended the economic downturn and boosted the regional economy. This was particularly true in San Diego; with its extensive military and manufacturing facilities now devoted to the defense industry, of which proved instrumental with the City receiving the highest per capita share of war contracts in the state.

Post-World War II Development in North Park: 1946 to 1970

Like other large cities, San Diego's wartime and postwar population growth far outpaced its ability to provide sufficient services and housing. However, the formation of the Federal Housing Administration (FHA) helped to reignite the construction of single-family homes, in part, by establishing building guidelines for a modest and affordable single family residence, termed the minimum house. Soon, unimproved lots in established neighborhoods throughout North Park were in filled with single-family homes and residential courts inspired by FHA designs. The exception to this pattern was the area located between Boundary Street and the 805 Freeway, on the eastern edge of North Park, which contains development from the 1940s through the 1970s, alongside some earlier residences. Developers of multi-family housing favored higher densities over the residential courts of the pre- war period. The result was the proliferation of the two-story stucco box apartment building, designed to maximize the number of units and provide the required the parking on a single residential lot.

As the economy slowly began to rebound, new businesses occupied existing storefronts along established commercial corridors, often renovating their facades with more contemporary details. Along University Avenue, new commercial properties were constructed and existing storefronts were renovated, as this area began to shift from a neighborhood retail area to a regional shopping district to compete with the new shopping center in Mission Valley. At the same time, increased reliance on the automobile and local road improvements meant the arrival of new businesses which catered to the needs of the motorist. Auto-related businesses – such as gas stations, car lots, and auto parts stores – began to appear alongside existing grocery stores, meat markets, pharmacies, and clothing shops. Similarly, this trend led to new building forms, such as drive-ins, and pushed commercial structures back on their lots to accommodate surface parking. This was particularly true along El Cajon Boulevard, where nearly 300 new businesses opened between 1940 and 1950.

U.S. Route 395 became San Diego's first freeway when it was built in 1941. The construction of this and other freeways would hasten the decline of the streetcar system throughout the City, including in North Park. By the early 1960s, commercial activity along University Avenue and El Cajon Boulevard began to decline, due in part to the construction of Interstate 8, which drew vehicular traffic away from these thoroughfares. In addition, the opening of nearby shopping centers – such as College Grove, Mission Valley Shopping Center, and Grossmont Center – provided new competition for retail outlets along North Park's commercial corridors. In the 1970s, the commercial areas along University Avenue and El Cajon Boulevard were transformed yet again by new demographics in the area, as people of Chinese, Filipino, and Vietnamese descent moved into the adjacent residential areas. Coupled with the community's own revitalization efforts, North Park experienced a resurgence of neighborhood-oriented businesses.

6.7.1.3 Designated Historical Resources

North Park is home to two National Register-listed resources and one National Register Historic District. National Register-listed resources include the Georgia Street Bridge and the Lafayette Hotel (Imig Manor); the National Register Historic District is the University Heights Water Storage and Pumping Station Historic District. In addition, as of February 2016, the North Park community

contains 102 individually designated City designated historical resources (Figure 6.7-1) and four designated historic districts (Figure 6.7-2) – Shirley Ann Place, University Heights Water Storage and Pumping Station, and the Burlingame and North Park Dryden neighborhoods – containing approximately 300 contributing resources that have been listed on the City's register by the Historical Resources Board. These resources are primarily residential in nature, but also include some institutional and commercial buildings, and are included in the City's database of designated historic resources.

6.7.2 Methodology

6.7.2.1 Historical Resources

The Historic Resources Survey completed for the North Park CPU and associated discretionary actions included a property-by-property inspection of the entire CPU area. Field teams identified individual properties that appeared eligible for individual designation, as well as geographically-definable areas that appeared eligible for designation as historic districts. For districts, boundaries were defined and contributing and non-contributing resources were identified.

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

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



FIGURE 6.7-1 Location of City Register Designated Historic Resources – North Park



 $FIGURE \ 6.7-2$ Location of City Register Designated Historic District – North Park

6.7.2.2 Prehistoric Resources

Cultural sensitivity levels for the North Park community planning area were rated low, moderate, or high based on regional environmental factors and the results of an archival records search using the California Historical Resources Information System (CHRIS), a literature search of the South Coastal Information Center (SCIC), and a Sacred Lands File check by the Native American Heritage Commission (NAHC).

A low sensitivity rating indicates that there are few or no previously recorded resources within the area. Resources at this rating would not be expected to be complex, with little to no site structure or artifact diversity. The potential for identification of additional resources in such areas would be low. A moderate sensitivity rating indicates that some previously recorded resources were identified within the area. These are more complex resources consisting of more site structure, diversity of feature types, and diversity of artifact types. The potential for the presence of additional resources in such areas would be moderate.

Areas identified as high sensitivity would indicate that the records search identified several previously recorded sites within the area. These resources may range from moderately complex to highly complex, with more-defined living areas or specialized work space areas and a large breadth of features and artifact assemblages. The potential for identification of additional resources in such areas would be high. Sensitivity ratings may be adjusted based on the amount of disturbance that has occurred, which may have previously impacted archaeological resources.

Because the majority of the community is developed and there is very little undeveloped land within the CPU area, with the exception of canyon areas, the cultural sensitivity for the entire community of North Park is considered low. However, at the base of these canyons, especially leading into Los Chollas Valley, there is a potential for cultural resources to be present; therefore, the cultural sensitivity rating in these areas is considered high. As such, the community of North Park contains two sensitivity ratings as illustrated in Figure 6.7-3.

6.7.3 Significance Determination Thresholds

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

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

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



FIGURE 6.7-3 Cultural Sensitivity Areas – North Park

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

Research priorities for the prehistoric, ethnohistoric and historic periods of San Diego history are discussed in Appendix A to the City's 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.

6.7.4 Impact Analysis

Issue 1 Historic Structures, Objects, or Sites

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

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

North Park is home to two properties on the National Register, the Georgia Street Bridge and the Lafayette Hotel, and one historic district on the National Register, the University Heights Water Storage and Pumping Station Historic District. Additionally, 105 individually designated historical resources and four historic districts, which contain approximately 300 contributing resources, have been listed on the City's register by the Historical Resources Board. These designated historical resources are protected and preserved through existing General Plan policies, the Historical Resources Regulations and Guidelines of the Municipal Code, and City policies and procedures. These protections require historic review of all projects that could have the potential to impact these resources. Projects that do not comply with the U.S. Secretary of the Interior Standards for the Treatment of Historic Properties are required to process a development permit for the deviations that is subject to review under CEQA.

b. Individual Local Historic Resources.

As of April 2016, there are 107 properties designated as individual local historical resources in North Park. The Historic Resources Survey identified an additional 47 individual properties that meet one or more of the City's local designation criteria. These include residential (11 single-family and six multi-family), 17 commercial buildings, 12 civic and institutional, and one infrastructure property. Of these, 25 also appear eligible for listing in the National Register of Historic Places and the California Register of Historical Resources. All of the individual properties are listed in the Historic Resources Survey, organized by property type with photos of representative examples, included as Appendix G2 to this PEIR.

c. Potential Historic Districts Identified in the Historic Resources Survey

The Historic Resources Survey identified five potential historic districts which meet one or more of the City's local designation criteria for historical sites (28th Street Residential Historic District, Kalmia Place Residential Historic District, Shirley Ann Place Residential Historic District, Spalding Place Residential Historic District, and 30th Street/University Avenue Commercial Historic District). Additionally, the survey initially identified the Park Boulevard Multi-Family Residential Grouping as an area which may be eligible for designation as a historic district pending future survey work addressing the west side of Park Boulevard. That survey work was completed in conjunction with the adjacent Uptown Survey, which confirmed the presence of a potential historic district across the plan boundaries. This potential historic district has been identified as Park Boulevard Apartment (West) in the proposed Uptown CPU and Park Boulevard Apartment (East) in the proposed North

Park CPU. Of the potential historic districts identified, two also appear eligible for listing in the National Register of Historic Places and the California Register of Historical Resources. A description of each potential district identified in the Historic Resources Survey is provided below and the location of these potential historic districts is identified in Figure 6.7-4.

28th Street Residential Potential Historic District

The 28th Street Residential Historic District is an intact grouping of single-family residences overlooking Balboa Park to the west. Eligible under San Diego criterion A, this potential district is composed of approximately 45 one- and two-story residences, designed primarily in the Spanish Colonial Revival style. It has a period of significance of 1920 to 1939, and is significant under the development themes within the *Development of North Park: 1907 to 1929* and *Influence of the Great Depression and World War II in North Park: 1930 to 1945* contexts. This area currently includes 11 designated local landmarks. This district also appears eligible for listing in the National Register and the California Register.

Kalmia Place Residential Potential Historic District

The Kalmia Place Residential Historic District is an intact grouping of single-family residential properties located along a single U-shaped street overlooking the Balboa Park Golf Course to the west. Eligible under San Diego criterion A, the district boundaries coincide with those of the original Kalmia Place tract, subdivided in 1923. The tract was developed with a comprehensive landscape plan, and its irregular street pattern created lots that took advantage of the natural topography and canyon views. This potential district is composed of approximately 20 properties, designed primarily in the Spanish Colonial Revival, Streamline Moderne, and Modern architectural styles. It has a period of significance of 1920 to 1959, and is significant under the development themes within the *Development of North Park: 1907 to 1929* and *Influence of the Great Depression and World War II in North Park: 1930 to 1945* contexts. The area is marked by a pair of concrete pillars at both the entrance and exit to the district's one-way street. The district also includes a potential individual landmark, a 1937 Streamline Moderne residence at 2848 Kalmia Place.

Shirley Ann Place Residential Historic District Expansion Potential Historic District

The Shirley Ann Place Residential Historic District Expansion would expand the boundaries of the designated historic district. The designated district contains a single block of modest Spanish Colonial Revival single-family residences along both sides of Shirley Ann Place. The expansion would extend the boundaries one half-block east to Texas Street, and one half- block west to Louisiana Street. The entire extent bounded by Texas, Louisiana, Madison, and Monroe, was purchased by the Alberta Security Company in 1924. The west side of Texas and the east side of Louisiana were largely developed that same year with approximately 26 California bungalows on standard residential lots. Sometime between 1925 and 1927, the rear portions of these lots were re-subdivided and developed by the same owners, and the rear alleyway was rededicated as Shirley Ann Place. All of these residences were developed within a narrow period of time (approximately 1924 to 1934). Also, it appears that the residences within the designated district and those in the potential expansion area retain a similar level of integrity. This potential district is eligible under San Diego criterion A, and is significant under the development themes within the *Development in North Park: 1907 to 1929* and *Influence of the Great Depression & World War II in North Park: 1930 to 1945* contexts.



FIGURE 6.7-4 Location of Potential Historic Districts Identified in the Historic Resources Reconnaissance Survey – North Park

Spalding Place Residential Potential Historic District

The Spalding Place Residential Historic District is an intact grouping of single-family residential properties located along an alleyway near Park Boulevard and Adams Avenue. Eligible under San Diego criterion A, this potential district is composed of approximately 14 modest California bungalows, most of which were constructed in 1909. It has a period of significance of 1909 to 1929, and is significant under the *Development of North Park: 1907 to 1929* context.

30th Street/University Avenue Commercial Potential Historic District

The 30th Street/University Avenue Commercial Historic District is an intact grouping of approximately 130 commercial properties. Commercial development began here in 1912, when the 30th Street Streetcar Line was extended northward to intersect with the University Avenue Line. During this period, businesses primarily catered to the needs of local residents. In the 1920s and 1930s, the area experienced a major expansion, making 30th Street and University Avenue the city's largest commercial center outside of downtown. In the 1950s, many storefronts were modernized, often with large display windows. This potential district is eligible under San Diego criterion A, with a period of significance of 1912 to 1959. It is significant under the *Development of North Park: 1907 to 1929* context; the *Influence of the Great Depression & World War II in North Park: 1930 to 1945* context; and the *Post- World War II Development in North Park: 1946 to 1970* context. The district includes two designated local landmarks: the North Park Theater at 2893-2899 University Avenue, and the storefronts at 2911-2917 University Avenue; the J.C. Penney Building at 3029 University Avenue; and the National Register and the California Register.

Park Boulevard Apartment (East) Potential Historic District

The Park Boulevard Apartment (East) potential historic district is a collection of 1920s and 1930s multi-family residences located along both sides of Park Boulevard north of Upas. Known today as "Park Boulevard Apartment Row," this area was targeted for higher-density development in the 1920s in order to maximize residential units within a limited space. These apartment buildings were designed to be compatible in scale with the surrounding single-family neighborhoods. Earlier examples were designed in the Spanish Colonial Revival or Renaissance Revival styles, reflecting the influence of the 1915 Panama-California Exposition. One of the most prominent structures along Apartment Row is the Embassy Hotel at 3645 Park Boulevard, which originally opened in 1929 as "The Padre." This property has been identified as a potential landmark. This potential historic district straddles two community plan areas (CPAs): the area west of Park Boulevard is in the Uptown CPA; the area east of Park is in the North Park CPA. The North Park portion of this potential district is composed of 33 properties which were evaluated as part of this survey. Of these, approximately 50 percent were evaluated as contributors.

d. Multiple Property Listing

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

The Residential Court MPL is a discontiguous grouping of approximately 95 residential courts located throughout the North Park CPU area. This includes 90 residential courts identified by the initial reconnaissance survey and an additional 5 residential courts identified by the community and confirmed by staff through a windshield survey. A tabular listing of all properties within the MPL is provided in the Historic Resources Survey. The residential courts were not developed in geographic clusters; rather, they were built as infill in previously established single-family neighborhoods. The MPL has a period of significance of 1920 to 1959, and is significant within the *Development of North Park: 1907 to 1929* context; the *Influence of the Great Depression & World War II in North Park: 1930 to 1945* context; and the *Post-World War II Development in North Park: 1946 to 1970* context. The term "residential court" includes both pre-war detached-unit "bungalow courts," as well as post-war linear courts. Earlier examples were designed in the Craftsman/California Bungalow, Spanish Colonial Revival, and American Colonial Revival style; later examples are Streamline Moderne, Minimal Traditional, or Modern in style.

e. Resources Identified Through Public Outreach

Substantial public outreach with the North Park Planning Group, regional and local preservation groups, and members of the community occurred throughout the development of the Historic Context and completion of the Historical Resources Survey for the North Park CPU. This information was considered and often incorporated into the results and recommendations of the survey. Following distribution of the Draft Survey Report, City staff conducted additional outreach with these groups to identify any resources not included in the survey that the community believed to be historically significant. Based on the results of this outreach, additional resources have been identified as potentially significant, requiring additional site-specific evaluation. These resources are identified in the Historic Preservation Element and in Section 5.0 of the Historic Resources Survey.

In addition to these individual resources, five additional potential historic districts - Valle Vista Terrace; Park Villas; Altadena/Carmel Heights/Frary Heights; Wabash Mesa; and St. Louis Heights/Lynhurst/O'Nealls Terrace/Wallace Heights - were identified by the community. The potential eligibility of these historic districts has been verified through a windshield survey completed by City staff. Therefore, these potential historic districts have been identified both in the Historic Preservation Element, and in the appendices to the Historic Resources Survey (Figure 6.7-5).

f. Regulatory Framework

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



FIGURE 6.7-5 Location of Potential Historic Districts Identified by the Community – North Park Section 143.0212 of the SDMC requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the Historical Resource Sensitivity Maps specifically to determine whether or not the project has the potential to adversely impact an archaeological resource which may be eligible for individual listing on the local register. In these cases, this review is supplemented with a project specific records search of the NAHC Sacred Lands File and California OHP CHRIS data by qualified staff, and as stated above, a site specific archaeological survey would be required. For any subsequent projects implemented in accordance with the proposed North Park CPU and associated discretionary actions where a recorded archaeological site or Tribal Cultural Resource (as defined in the Public Resources Code) is identified, the City would be required to initiate consultation with identified California Indian tribes pursuant to the provisions in Public Resources Code Section 21080.3.1 and 21080.3.2., in accordance with Assembly Bill 52. Results of the consultation process will determine the nature and extent of any additional archaeological evaluation or changes to the proposed project and appropriate mitigation measures for direct impacts that cannot be avoided.

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

The proposed North Park CPU contains a Historic Preservation Element that supports the Historic Preservation Element of the General Plan through goals and policies for identifying and preserving historical resources, and educating citizens about the benefits of, and incentives for, historic preservation. Additional policies supporting the identification and preservation of historical resources are also included in the Land Use, Urban Design, and Conservation Elements of the proposed North Park CPU. Policies seek to preserve and enhance the historic character of the North Park community and facilitate the identification, designation, and preservation of historically and culturally significant resources throughout the North Park CPU area. Proposed policies also seek to preserve and rehabilitate historic resources. Proposed policies would reduce direct impacts on historical resources by ensuring that such resources are identified and appropriately designated; encouraging preservation, rehabilitation, and adaptive reuse of historic structures instead of demolition or other significant alterations as part of future development.

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

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

Impact 6.7-1 Implementation of the proposed North Park CPU and associated discretionary actions could result in an alteration of a historic building, structure, object, or site.

Issue 2 Prehistoric Resources, Sacred Sites, and Human Remains

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

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

The City has developed Historic Resource Sensitivity Maps that provide general locations of where historical resources are known to occur or have the potential to occur. These maps were developed in coordination with technical experts and tribal representatives. Upon submittal of ministerial and/or discretionary permit applications, a parcel is reviewed against the Historical Resource Sensitivity Maps specifically to determine whether or not the project has the potential to adversely impact an archaeological resource which may be eligible for individual listing on the local register (SDMC Section 143.0212).

The City's Historical Resources Regulations (Section 143.0212 of the SDMC) requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the

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

Avoiding impacts on religious or sacred places or human remains may be unavoidable in certain circumstances when resources are discovered during construction. Although there are no known religious or sacred uses within the North Park CPU area, there is potential for these to be encountered during future construction activities associated with implementation of the proposed North Park CPU and associated discretionary actions, particularly given the high cultural sensitivity of canyon areas leading into the Mission Valley area.

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. State law addresses the disposition of Native American burials in archaeological sites and protects such remains from disturbance, vandalism, or inadvertent destruction; establishes procedures to be implemented if Native American skeletal remains are discovered during construction of a project. In accordance with State law, these procedures would be followed in the event of accidental discovery of human remains. Specifically, as specified by California Health and Safety Code Section 7050.5, if human remains are found on a project site during construction or during archaeological work, the person responsible for the excavation, or his or her authorized representative, shall immediately notify the San Diego County Coroner's office by telephone. No further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains shall occur until the Coroner has made the necessary findings as to origin and disposition pursuant to Public Resources Code 5097.98. However, the potential for encountering human remains during construction activities remains a possibility. Therefore, significant impacts on religious or sacred use sites or human remains may occur as a result of future development implemented in accordance with the proposed North Park CPU and associated discretionary actions.

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

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

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

6.7.5 Significance of Impacts

Implementation of the proposed North Park CPU and associated discretionary actions could result in an alteration of a historic building, structure, object, or site (Impact 6.7-1) and could adversely impact a prehistoric archaeological <u>and tribal cultural</u> resources including religious or sacred use sites and human remains (Impact 6.7-2). These impacts would be potentially significant.

6.7.6 Mitigation Measures

The City of San Diego's General Plan, combined with Federal, State, and local regulations, provide a regulatory framework for project-level historical resources evaluation/analysis criteria and when applicable, mitigation measures for future discretionary projects. All development projects with the potential to affect historical resources such as designated historical resources; historical buildings, districts, landscapes, objects, and structures; important archaeological sites; tribal cultural resources, and traditional cultural properties—are subject to site-specific review in accordance with the City's Historical Resources Regulations and Historical Resources Guidelines, through the subsequent project review process. The following mitigation measures (HIST-6.7-1 and HIST 6.7-2) provide a framework that would be required of all development projects with the potential to impact significant historical resources.

HIST 6.7-1 HISTORIC BUILDINGS, STRUCTURES, AND OBJECTS

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

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

• Preparing a historic resource management plan;

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

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

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

HIST-6.7-2 ARCHAEOLOGICAL AND TRIBAL CULTURAL RESOURCES

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

Initial Determination

The environmental analyst will determine the likelihood for the project site to contain historical resources by reviewing site photographs and existing historic information (e.g. Archaeological Sensitivity Maps, the Archaeological Map Book, and the City's "Historical Inventory of Important Architects, Structures, and People in San Diego") and may conduct a site visit, as needed. If there is any evidence that the site contains archaeological or tribal cultural resources, then an archaeological

evaluation consistent with the City Guidelines would be required. All individuals conducting any phase of the archaeological evaluation program must meet professional qualifications in accordance with the City Guidelines.

Step 1:

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

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

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

Step 2

Where a recorded archaeological site or Tribal Cultural Resource (as defined in the Public Resources Code) is identified, the City would be required to initiate consultation with identified California Indian tribes pursuant to the provisions in Public Resources Code Section 21080.3.1 and 21080.3.2., in accordance with Assembly Bill 52. It should be noted that during the consultation process tribal representative(s) will be directly involved in making recommendations regarding the significance of a tribal cultural resource which also could be a prehistoric archaeological site. A testing program may be recommended which requires

reevaluation of the proposed project in consultation with the Native American representative which could result in a combination of project redesign to avoid and/or preserve significant resources as well as mitigation in the form of data recovery and monitoring (as recommended by the qualified archaeologist and Native American representative). The archaeological testing program, if required will_shall include evaluating the horizontal and vertical dimensions of a site, the chronological placement, site function, artifact/ecofact density and variability, presence/absence of subsurface features, and research potential. A thorough discussion of testing methodologies, including surface and subsurface investigations, can be found in the City Guidelines. Results of the consultation process will determine the nature and extent of any additional archaeological evaluation or changes to the proposed project.

The results from the testing program shall be evaluated against the Significance Thresholds found in the Guidelines. If significant historical resources are identified within the Area of Potential Effect, the site may be eligible for local designation. However, this process would not proceed until such time that the tribal consultation has been concluded and an agreement is reached (or not reached) regarding significance of the resource and appropriate mitigation measures are identified. When appropriate, the final testing report must be submitted to Historical Resources Board staff for eligibility determination and possible designation. An agreement on the appropriate form of mitigation is required prior to distribution of a draft environmental document. If no significant resources are found, and site conditions are such that there is no potential for further discoveries, then no further action is required. Resources found to be non-significant as a result of a survey and/or assessment will require no further work beyond documentation of the resources on the appropriate Department of Parks and Recreation (DPR) site forms and inclusion of results in the survey and/or assessment report. If no significant resources are found, but results of the initial evaluation and testing phase indicates there is still a potential for resources to be present in portions of the property that could not be tested, then mitigation monitoring is required.

Step 3:

Preferred mitigation for historical resources is to avoid the resource through project redesign. If the resource cannot be entirely avoided, all prudent and feasible measures to minimize harm shall be taken. For archaeological resources where preservation is not an option, a Research Design and Data Recovery Program is required, which includes a Collections Management Plan for review and approval. When tribal cultural resources are present and also cannot be avoided, appropriate and feasible mitigation will be determined through the tribal consultation process and incorporated into the overall data recovery program, where applicable or project specific mitigation measures incorporated into the project. The data recovery program shall be based on a written research design and is subject to the provisions as outlined in CEQA, Section 21083.2. The data recovery program must be reviewed and approved by the City's Environmental Analyst prior to distribution of a draft

CEQA document and shall include the results of the tribal consultation process. Archaeological monitoring may be required during building demolition and/or construction grading when significant resources are known or suspected to be present on a site, but cannot be recovered prior to grading due to obstructions such as, but not limited to, existing development or dense vegetation.

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

Step 4:

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

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

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

Step 5:

For Archaeological Resources: All cultural materials, including original maps, field notes, non-burial related artifacts, catalog information, and final reports recovered during public and/or private development projects must be permanently curated with an appropriate institution, one which has the proper facilities and staffing for insuring research access to the collections consistent with state and federal standards, unless otherwise determined during the tribal consultation process. In the event that a prehistoric and/or historic deposit is encountered during construction monitoring, a Collections Management Plan would be required in accordance with the project MMRP. The disposition of human remains and burial related artifacts that cannot be avoided or are inadvertently discovered is governed by state (i.e., Assembly Bill 2641_[Coto] and California Native American Graves Protection and Repatriation Act of 2001 [Health and Safety Code 8010-8011]) and federal (i.e., Native American Graves Protection and Repatriation Act [U.S.C. 3001-<u>30131</u>) law, and must be treated in a dignified and culturally appropriate manner with respect for the deceased individual(s) and their descendants. Any human bones and associated grave goods of Native American origin shall be turned over to the appropriate Native American group for repatriation.

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

6.7.7 Significance of Impacts after Mitigation

6.7.7.1 Historic Structures, Objects or Sites

Development implemented in accordance with the proposed North Park CPU and associated discretionary actions that would potentially result in impacts to significant historical resources would be required to incorporate feasible mitigation measures adopted in conjunction with the certification of this PEIR and consistent with existing requirements of the Historic Resources Regulations and Historic Resources Guidelines. The mitigation framework combined with the proposed North Park CPU policies promoting the identification and preservation of historical resources in the North Park CPU area would reduce the program-level impact related to historic resources of the built environment. However, even with implementation of the mitigation framework, the degree of future impacts and applicability, feasibility, and success of future mitigation measures cannot be adequately known for each specific future project at this program level of analysis.

With respect to potential historic districts, while <u>supplemental development regulations</u> interim protection measures are proposed, until such time as they are intensively surveyed, verified and brought forward for designation consistent with City regulations and procedures, potential impacts to the potential historic districts would remain significant and unavoidable. Thus, potential impacts to historic resources including historic structures, objects or sites and historic districts would be significant and unavoidable.

6.7.7.2 Prehistoric Resources, Sacred Sites, and Human Remains

Development implemented in accordance with the proposed North Park CPU and associated discretionary actions would potentially result in impacts to significant archaeological and tribal cultural resources, and therefore would be required to implement mitigation measure HIST-6.7-2, which addresses measures to minimize impacts to archaeological and tribal cultural resources. This mitigation, combined with the policies of the General Plan and proposed North Park CPU promoting the identification, protection and preservation of archaeological resources, in addition to compliance with CEQA and Public Resources Code Section 21080.3.1 requiring tribal consultation early in the development review process, and the City's Historic Resources Regulations (SDMC Section 143.0212) which requires review of ministerial and discretionary permit applications for any parcel identified as sensitive on the Historical Resources Sensitivity Maps would reduce the program-level impact related to prehistoric or historical archaeological resources and tribal cultural resources. However, even with application of the existing regulatory framework and mitigation framework, the feasibility and efficacy of mitigation measures cannot be determined at this program level of analysis. Thus, impacts to prehistoric resources, sacred sites, and human remains would be minimized, but not to below a level of significance.