

## **4.7 CULTURAL RESOURCES**

This section identifies cultural resources within the area proposed to be added (“Added Area”) to the existing Project Area by the Sacramento Army Depot Redevelopment Plan Third Amendment (“Amendment”) and evaluates the potential effects of redevelopment implementation activities upon those resources. The evaluation is based upon reconnaissance surveys and limited historic research of the Added Area by Cultural Resources Unlimited, the Secretary of the Interior’s Standards and Guidelines for the Treatment of Historic Structures, consultation with the Sacramento Housing and Redevelopment Agency and the City of Sacramento, and information obtained from the North Central Information Center.

### **4.7.1 SETTING**

The Added Area, east of the Sacramento River and south of the American River, was originally part of vast, open grassland in the lower Sacramento Valley. Historically, the Sacramento and American rivers frequently overflowed their banks in winter, a seasonal event that resulted in relatively low sediment berms. The berms were able to accommodate Native American villages through most of the year; additionally, they served as avenues for trade and communication. In fact, Coloma Road that bisects a portion of Rancho Cordova was originally an Indian trail that meandered along the southern and eastern banks of the American River and its South Fork, both major sources of fish, especially salmon and sturgeon.

The berms were also responsible for the creation of marshlands that yielded freshwater clams, waterfowl, and tules for weaving and house thatching; thus, the general Sacramento area has a high potential for prehistoric resources. In the early twentieth century, reclamation efforts drained many of the flat open lands of the central valley, making them available to agricultural cultivation. Conversely, drained land closer to existing cities, notably Sacramento, was set aside for residential development. Today, evidence of the early farming concerns is visible in the scattered farm houses, barns, associated other structures and general rubbish pits. Where these features are no longer visible evidence of their existence is identified through flora brought in by the residents.

The proposed Added Area covers southeastern areas of the current City of Sacramento. The land is relatively flat, sloping upwards very slightly to the east and north. Elevations on the project range from approximately 35 feet to 40 feet. Much of the early historic land use was dedicated to raising cattle, grapes, fruits and strawberries. Post WW II development began to encroach on the ranchers and vintners resulting in much of the agricultural lands now supporting subdivisions, shopping and auto malls, and schools and colleges.

### **NATURAL SETTING**

This land was originally part of a large marshland that stretched along the Sacramento River and its tributaries, from the Davis area to the foothills in the areas of present-day Fair Oaks, Citrus Heights and Folsom. The American and Cosumnes rivers fed this area, along with small tributaries such as Morrison Creek. The marshland bordered on the east and north with oak dotted open grasslands, provided plants, fish and shellfish for the local Native Americans who lived primarily along the upper level natural berms of the American River, and on scattered upper-level hummocks near the rivers. At a later date these same knolls were often chosen by early American settlers as house sites.

Waterfowl and tule elk inhabited the region with antelope and deer in the uplands. Soils in this area were generally noted as predominately San Joaquin loam over clay hardpan, with Honcut sandy loam along the American River and its overflow areas (Soil Survey, Sacramento Area California: Northwest USDA 1940).

## **PREHISTORIC BACKGROUND AND ETHNOGRAPHY**

Archaeological studies in Central California formally began in 1931, when work undertaken by Sacramento City College at three sites near the confluence of Deer Creek and the Cosumnes River in Sacramento County determined the prototypes for the Early-Middle-Late Horizon model of the prehistory of the northern Central Valley/Delta area. The Early culture may have originated in the Plateau region of Oregon and Washington, and possibly represented the initial arrival of Penutian-speaking people into Central California, at about 2500 B.C. (Moratto 1984:179, 184-85). Earlier, Hokan-speaking people also existed in northern California, probably with others of different languages (Moratto 1984:75-113).

It had been generally believed that the primary entrance for very-early people (as well as the Early- and Middle Horizon people) into North America was during the last ice age through the Bering Straits, into central Canada, and down through the northwest to California, generally traveling along the coast or along major rivers such as the Sacramento, with forays into adjacent rivers. Other entry routes may also have been used; however, the lands along the Sacramento River, and its side streams such as the American River would have provided good habitation as well as fish, game and vegetation foods, wood for housing and tools and interaction with other people groups. As this current area has not had extensive development in the recent period, not much is yet known of prehistoric site locations or other activities in this locale.

Archaeological research in the Sacramento Valley and delta region over the last 50 years has resulted in the accumulation of a substantial body of knowledge. Basically, a cultural sequence defined by “Early,” “Middle,” and “Late” horizons of occupation defines the archaeology in the study region wherein aboriginal occupation is clearly demonstrated as early as 10,000 B.C. (cf. Beardsley 1954; True et al. 1985):

**Early Horizon:** Burials were extended on a westerly orientation, and there were a few cremations. Many burials had grave goods that included; *Olivella* and rectangular *Haliotis* (Abalone) beads and ornaments, perforated animal teeth, turtle carapace, an abundance of charm stones; stone pipes, heavy, stemmed, and leaf-shaped projectile points (60 percent non-obsidian; probably used with atlatls), and the use of crystals and red ochre. This horizon is associated with molded, baked clay objects such as weights for net fishing but also with fewer bone artifacts and ground stone tools. The artifacts exhibit evidence these people had a greater dependence on hunting and fishing with gathering less significant.

**Middle Horizon:** Burial sites are found throughout the mid-Central Valley Middle Horizon. Internment practices here were tightly flexed with variable orientation, with more cremations than the Early Horizon. Grave goods are recorded with 40 percent of the tightly flexed burial sites; conversely, grave goods accompanied most cremations. Like the Early Horizon, red ocher was used in burial ceremonies with the addition of stone cairns. During this period, new types of *Olivella* beads, and circular and sub-rectangular *Haliotis* beads and ornaments of varied shapes appear.

Distinctive fishtail and asymmetrical charm stones, cobble mortars and chisel-ended pestles for wooden mortar, and quantities of bone tools were manufactured and used.

Common projectile point types associated with this horizon were large and heavy manufactured from non-obsidian material with foliate and lanceolate concave-bases. Researchers believe projectile points of this description were probably used with an atlatl. Inhumation evidence reveals evidence of violent deaths, a fact not previously observed with Early Horizon specimens. Appearance of cobble mortars and chisel-end pestles infers a shift in their subsistence pattern that included the gathering of seeds, supplementing their fishing and hunting.

**Late Horizon:** Late Horizon sites are found throughout central California with influence in adjacent areas; various types of burials include flexed positioning and cremations, with pre-interment burning of grave goods. The use of red ocher was less common and more generally found in lumps than in powder form, along with the following: many baked-clay items; different *Olivella* bead types; more elaborate and varied *Haliotis* ornaments; magnesite disk beads and cylinders; many clamshell disk beads; flanged, tubular pipes of schist and steatite; small side-notched obsidian points, some with deep angular serrations (the use of bow and arrow is inferred from these small points as well as from arrow-shaft straighteners); shaped, flat-bottomed stone mortars and cylindrical pestles; ornamental bird bone tubes, often with elaborate incised designs; and items of non-Indian origin, such as glass beads, in the latest period. The items indicate subsistence based on acorn and other plant foods as well as on hunting, fowling and fishing (Moratto 1984:181-183).

Key technical changes included the replacement of the atlatl and spear by the bow and arrow around A.D. 600-800 and the intensive use of mortars and pestles, including bedrock milling features, after A.D. 1400-1600 reflecting a growing reliance on the acorn as a staple, likely due to population pressures. A marked decline is seen in the use of basalt and slate for flaked tools and an increase in the use of obsidian, a superior material from non-local sources. More use of marine shell also attests to greater trade capabilities (Moratto 1984:302-304).

## **ETHNOGRAPHY**

The Added Area lies in the former territory of the Valley Nisenan Maidu Indians. Nisenan Maidu lands were comprised of the drainages of the Yuba, Bear and American rivers and the lower drainages of the Feather River (Wilson and Towne 1978:387). The western boundary was the area of the west bank of the Sacramento River from near the mouth of the Feather River to a few miles below the confluence of the American River. The eastern boundary was near the crest of the Sierra Nevada. The southern boundary extended to a few miles south of the American River, the Cosumnes River drainage apparently being originally occupied by the Miwok (Bennyhoff 1961:225). The Valley Nisenan occupied the Sacramento Valley from the river to the foothills (Wilson and Towne 1978:387).

**Nisenan territory - project vicinity:** Local resources included the flora and fauna of the marshland. Tule leaves were used for weaving mats, rushes for construction of boats and the thatching of houses. Tule elk and deer grazed the spring and summer grasses, and the river and creeks provided fish and freshwater clams (*Anadonta sp.*). The small creeks contained water fowl, along with their eggs, for food, and the lower foothills contained antelope and smaller mammals, as well as grass seeds, various green plants and acorns for food, and wood, stone and leather for tools. The nearby American River provided fish, eels and fresh-water clams.

Ethnographically-known villages nearest the project vicinity included Momol, Sama and Yalisumni all south of the American River; many other small remnants of habitation have been noted in the general area (Wilson & Towne 1978:388, Fig 1).

**Contact period:** Early contact with the Spanish probably occurred only indirectly in this area. In 1776 Jose Canizares explored the Delta, with resulting removal of some of the native population to the missions. Resistance by the Miwok and nearby Nisenan occurred and no Nisenan are known to have ever gone to the missions. In 1808 Gabriel Moraga traveled along the inland rivers, then proceeded north/northwest to the Sutter Buttes (Moraga 1808).

By the early 1820s trappers had entered Valley Nisenan territory. These activities were generally peaceful and some trading with the Indians took place (Maloney 1945). In 1833 a severe malaria epidemic swept the Sacramento Valley (Cook 1955), killing possibly up to 75 percent of the population and resulting in abandonment of many villages.

## **HISTORIC BACKGROUND**

### ***Sacramento City and County History***

In 1839 John Sutter arrived, becoming the first white settler in the Sacramento Valley (Gudde 1936). He met with some resistance from the Nisenan, but was able to enlist aid from the Miwok near the Cosumnes River for the development of his fort and surrounding farms. With the 1848 discovery of gold at Coloma on the south fork of the American River and the rapid spread of mining to all foothill areas, the culture and life style of the Nisenan were severely disturbed. Widespread disruption of the people and destruction of their villages and other sites occurred with the resulting influx of miners and mining related activities. At the same time, farming was begun in the Valley, impacting native culture in the lowlands (Wilson and Towne 1978:396-397).

When the gold mining became more labor intensive, requiring expensive machinery and techniques, resulting in the development of large mining companies, many individual miners turned to agriculture and commerce. Between 1860 and 1865, railroad track was laid down across the continent that linked the east and west coasts. This endeavor made commerce and agriculture both more profitable, advancing the Euro-American community while the indigenous population quietly faded. It was during this move to the valley that names such as Brighton, Perkins and Florin were given to portions of the greater Sacramento area.

## **HISTORIC SETTING OF THE ADDED AREA**

### ***Civic Development***

The level of impact or influence that Brighton and Perkins Station had on, or were affected by, the development of the Added Area is difficult to evaluate (Derr 2003). However, the proposed Added Area was partially within the rural area called Florin, a region once covered by great open spaces covered in wild flowers during spring and early summer. The following historical overview is a compilation of a source still being amended (Reingold 2003).

## **Florin**

The Added Area covers southeastern areas of the current City of Sacramento and the once agriculturally productive rural community of Florin. Using contemporary street names, the boundaries of Florin were at one time Franklin Boulevard along the west, Elder Creek Road along the north, Grantline Road along the east, and Calvine Road along the south. The southern boundary for sometime during the history of the region extended to Sheldon Road but when and for how long is not known.

The Crocker brothers, Edwin and Charles, and James Rutter, a worldwide respected horticulturist, collectively purchased 240 acres located on the corner of present day junction of Power Inn and Florin roads. In 1854 Rutter was planting fruits trees and experimenting with grapes for fruit and wine purposes. One year later he opened a winery. In 1897 Mr. James Frasinetti established the Frasinetti Winery, and holds the record of the oldest family operated winery in Northern California. The area's wine industry grew steadily over the years to nearly 200 grape growers. The grapes were moved to market by local shipping companies, including the oldest farmers' cooperative west of the Mississippi, The Florin Fruit Growers Association.

Judge E.B. Crocker in 1864 is credited with christening the area "Florin" based on the great expanse of wildflower covered meadows that had so impressed him ten years earlier. With the west opening up and becoming more accessible, such emphasis of Sacramento's surrounding beauty encouraged more people to venture here and stay, bringing businesses and money with them. Around 1868 the Central Pacific Railroad laid tracks through the community and established Florin Railroad Station where the railroad tracks cross Florin Road one mile east of Power Inn Road. This was the agricultural community's official recognition as Florin. The identity was formalized in the construction of a Post Office in 1875.

Culturally, Florin has attracted immigrants from around the world. During World War II and the internment of Japanese-American residents, people were removed from their lands for the duration of the war. Many stories are told of families returning to property either owned by others or completely destroyed property supporting a business or another family's home. But many families returned to their properties in Florin - some were highly decorated men from the 442 Regiment - and found their friends and neighbors had maintained their farms in their absence, an act that allowed so many in Florin to return to farming with little difficulty.

Since the end of WW II the use of the acreage throughout Florin has slowly been re-designated with the agricultural activities slowly disappearing and commercial and residential buildings going up. In the 1950s the western portion of Florin was separated from the central and eastern parts with the construction of Highway 99. Since the 1950s the City of Sacramento has annexed some western and northern portions of Florin further removing their identity with the historic Florin. Some developments have used the names of early residents responsible for the development and success of the original Florin such as Reese, French, Mack, Frasinetti, and Cassieri. These names and the very few remaining original buildings and the railroad tracks that cross Florin Road are all that exist today of the earlier Florin.

## ***Cemeteries***

The Added Area contains one cemetery, Elder Creek Cemetery and is adjacent to another, St. Mary's Cemetery. Maps of the area show Sacramento County Cemetery sharing an interior boundary with St. Mary's Cemetery, but Sacramento County Cemetery was absorbed into St. Mary's some decades ago. Within St. Mary's Cemetery are the Russian Orthodox and Veteran's cemeteries.

### **Elder Creek Cemetery**

Little is known about this cemetery. The cemetery, established in 1864, is situated on two acres on the north side of Elder Creek Road at Sunrise South Drive. Among the many Euro-American plots are six overseas Chinese markers.

### **St. Mary's Cemetery**

St. Mary's Cemetery is located on the south side of 21<sup>st</sup> Avenue and extends towards Fruitridge Road. St. Mary's and Sacramento County cemeteries articulate along the east/west boundary for about two thirds of the combined interior length. St. Mary's Cemetery was probably established sometime during the 1920s. The cemetery is operating today and has assumed ownership of Sacramento County Cemetery.

### **Sacramento County Cemetery**

The Sacramento County Cemetery, established in 1927, is situated north of Fruitridge Road and extends toward 21<sup>st</sup> Avenue Parkway. The twelve-acre Sacramento County Cemetery was continuously used until 1961. Approximately 10,000 burials are recorded with each marked by a small concrete base topped by brass a plate. Neglected by the county since 1961, the property was used as a dump where vehicles and household items were unceremoniously deposited and left. In March 1975 St. Mary's Cemetery purchased the Sacramento County Cemetery for one dollar, which included all the burial plots and some unused acreage.

## **HISTORIC RESOURCES WITHIN THE ADDED AREA**

### ***Physical Description and Character of Added Area***

No surveys in previous decades have been conducted in the area, save those on the Army Depot proper. The Army Depot proper is in the Existing Project Area, and not within the confines of the Added Area under study in this SEIR. The US Army Corps of Engineers (1979) identified several archaeological deposits outside and east of the Army Depot. Such evidence may be relevant with any redevelopment activities that occur in the portion of the Added Area located south of Elder Creek Road between Power Inn Road and South Watt Avenue. Properties within the Added Area range from the early 1950s through contemporary newer homes currently under construction.

A windshield survey was conducted to assess the character of the Added Area. Because of the size and breadth of property covered for this survey the results are described under the headings Peripheral Properties and Central Properties. Peripheral Properties are those located along the survey boundaries and contain linear aspects. They are composites of commercial and residential properties. Central Properties are those situated within the midst of the survey boundaries and linear extensions.

A small percentage of homes dispersed throughout the Added Area date to as early as 1900. Residences constructed during the early decades of the 20<sup>th</sup> century are potential cultural resources; all structures over 50 years old are considered potentially historic by the State Office of Historic Preservation. The criteria they meet, if any, to justify nomination to federal or state registers are not known at this time.

### **Peripheral Properties**

Elder Creek Road east between Power Inn Road and South Watt Avenue has new and older commercial and warehouse operations along the south side, including waste management, automobile recycling, oil recycling, a truss company, and a concrete company. At South Watt Avenue and Elder Creek Road there is a small empty parcel where soils from earlier construction projects have been mounded, and a new commercial complex is partially complete on the adjacent property. Several residences still remain along this stretch of Elder Creek within the industrial zone, most constructed between 1925 and 1958.

Although small commercial uses (food, service stations) are located at the intersection, Elder Creek Road, west of Power Inn Road to 65<sup>th</sup> Street is predominantly residential. Six homes in this area date from 1920 to 1949, and there is a subdivision constructed in 1955. Elder Creek Cemetery, dating to 1864 is situated about half way along Elder Creek Road.

Power Inn Road north of Elder Creek includes commercial warehouse businesses built in recent decades. There are fourteen residences in this area constructed between 1920 and 1955. Between the Elder Creek/Power Inn intersection and Junipero Street are open parcels, commercial complexes and small commercial on the southeast corner of Power Inn and Elder Creek roads. Commercial complexes, all single storied, from Berry Avenue to Junipero Street are older with evidence of minimal upkeep.

65<sup>th</sup> Street Expressway from 53rd Avenue north to 21st Avenue includes properties built up to the shoulder. At 65<sup>th</sup> Street and Fruitridge there are small older single storied buildings and a strip mall on the south with a vacant lot to the north. St. Mary's Cemetery is at the northeast corner of 65<sup>th</sup> Expressway and 21<sup>st</sup> Avenue. The cemetery runs two-thirds the length of 65<sup>th</sup> Expressway to Fruitridge Road on the south. 21<sup>st</sup> Avenue to Allcott Avenue is residential, constructed mostly in the 1970s, with three homes near the intersection with 71<sup>st</sup> Street constructed in 1951.

73rd Street to 14<sup>th</sup> Avenue is all residential predominantly dating from the early 1940s to 1951, with a single small grocery store.

### **Central Properties**

There are parks and at least one elementary school in each neighborhood of the Central properties. The oldest remaining homes in the Added Area are primarily spread out in the area between Elder Creek and Fruitridge Road, and date between 1900 and 1920. The residential streets within the Central Properties south of Elder Creek support neighborhoods that date generally from 1955 through the present. A large 1955 subdivision is located along Sun River Drive to Power Inn in the southern part of the Added Area, while most properties west and south of Lemon Hill were constructed in the 1980s.

Between Lemon Hill and Fruitridge roads the neighborhood appears older, especially the residences adjacent to Elder Creek and Fruitridge roads. Many homes in this area were constructed in the 1930s to early 1950s, with newer construction sprinkled through the area.

Between Fruitridge Road and 21<sup>st</sup> & 14<sup>th</sup> Avenue the houses were constructed in the early to late 1950s, although there are several pre-1930 homes located north of 21<sup>st</sup> Avenue. The homes throughout this neighborhood are much like the others in the percentage of maintained to poorly maintained.

**REGULATORY FRAMEWORK**

Historic and Prehistoric resources of importance throughout the City and County of Sacramento are inventoried and governed by national, state and local laws and regulations. The regulations that apply to cultural and historic resources in the City are discussed below.

***Federal***

The National Historic Preservation Act of 1966 established the National Register of Historic Places as the official national listing of important historic and prehistoric resources worthy of preservation. The National Register includes districts, sites, buildings, structures, and objects with local, regional, State, or national significance. The definition of historic property includes “any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register.” (Advisory Council on Historic Preservation, 1986.) A historic property must meet specific criteria to be considered eligible for listing on the National Register of Historic Places.

***State***

The State Historic Resources Commission and Office of Historic Preservation (OHP), within the Department of Parks and Recreation, administer the State’s historic preservation programs. The OHP oversees State agency compliance with State preservation statutes and programs, administers federal preservation programs in California and administers State programs such as the California Register of Historical Resources. The California Register is a guide to identifying the State’s historical resources and establishes a list of those properties that are to be protected from substantial adverse change (Public Resources Code Section 5024.1).

***Sacramento City Historic Preservation Regulations***

Title 15 of the Sacramento City Code provides for the identification and protection of significant historic resources in the City. Pursuant to Title 15 of the City Code, the City has also established a preservation program to protect and maintain the character of architecturally, historically, and culturally significant structures and sites within the City of Sacramento. New development is directed toward achieving compatible new construction that enhances existing historic values rather than diminishing them.

Section 15.124.250 of the City Code specifically regulates the demolition or relocation of buildings or structures that are at least fifty years old, and provides for review for nomination for placement on Sacramento register. If a permit is sought to demolish or relocate a building or structure that was constructed at least fifty (50) years prior to the date of application for demolition or relocation, and

that building or structure is not currently on the official register, is not the subject of a pending nomination, has not been nominated for placement on the Official Register or reviewed pursuant to Section 15.124.250 within the past three years, the permit application must be referred to the City's Preservation Director to allow the Director to make a preliminary determination whether the structure should be nominated for placement on the City's Official Register.

### ***City of Sacramento Preservation Element***

The City of Sacramento adopted a Preservation Element into their General Plan in April 2000. The overarching goal of the Preservation Element is:

“To retain and celebrate Sacramento’s heritage and recognize its importance to the City’s unique character, identity, economy, and quality of life.”

The Element is further divided into six major goal and policy sections, each with a single goal and many policy statements to achieve the stated goal. Applicable goals and policies are as follows:

Goal A: To establish and maintain a comprehensive citywide preservation program

Applicable policies under this goal include:

- Policy A.1: The City shall promote the recognition, preservation and enhancement of historic and cultural resources throughout the city.
- Policy A.2: The City shall promote the preservation, restoration, enhancement and recognition of historic and cultural resources. Historic and cultural resources include not only sites and structures, but also features such as infrastructure (e.g. bridges, canals, roads, and trails), signs, landscaping and trees, open space areas, lighting and hardscape (e.g., sidewalks, paving) that are important to the overall context.
- Policy A.5: The City shall coordinate with SHRA, other City departments, and the State Office of Historic Preservation to ensure that Section 106 of the National Historic Preservation Act review and compliance activities are carried out appropriately.

Goal B: To protect and preserve important historic and cultural resources that serve as significant, visible reminders of the city’s social and architectural history

Applicable policies under this goal include:

- Policy B.2: The City shall review new development, alterations and rehabilitation/remodels in design review areas, preservation areas and other areas of historic resources for compatibility with the surrounding historic context.
- Policy B.4: The City shall work with its partners on the local, state and federal levels to ensure that historic preservation rules and regulations are implemented.
- Policy B.6: The City shall promote the conservation of historic neighborhoods to encourage preservation of structures and other features. In these areas, the City shall encourage the maintenance or re-conversion of parkway strips to landscaping, maintenance and replication of historic sidewalk patterns, use of historic street lamps and street signs, and maintenance or restoration of historic park features.

Goal D: To foster public awareness and appreciation of the City's heritage and its historic and cultural resources

Applicable policies under this goal include:

- Policy D.1: The City shall support and recognize private and public preservation work and awareness ceremonies.
- Policy D.2: The City shall encourage identification of historic resources through plaques and markers.

Goal E: To identify and protect archaeological resources that enrich our understanding of the early Sacramento area

Applicable policies under this goal include:

- Policy E.3: The City shall not knowingly approve any public or private project that may adversely affect an archaeological site...
- Policy E.5: The City shall encourage the preservation and display of archaeological artifacts in public buildings.

## **4.7.2 ENVIRONMENTAL IMPACTS**

### **METHODOLOGY**

This report is based on an October 20, 2003 Records Search performed at the California Historical Research Information Center at California State University, Sacramento for known cultural sites in this area of Sacramento County. The Record Search reviewed the National Register of Historic Places and the California Register of Historic Resources databases for Sacramento County. Also reviewed were other records such as county Historic Property Data Files and the California Points of Historical Interest. The Added Area was visited on November 6, 2003 by the cultural resource team for a drive-by examination to ascertain the potential historical resources and potential problem areas and needs of the communities. Photographs were taken to show the resources and their current states of preservation (see Appendix C: Photos)

### **THRESHOLDS OF SIGNIFICANCE**

The CEQA Guidelines define a “substantial adverse change in the significance of an historical resource” to mean “physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired” (CEQA Guidelines, §15064.5, subd. (b)(1)).

CEQA Guidelines, §15064.5, subdivision (b)(2), defines “materially impaired” for purposes of the definition of “substantial adverse change...” as follows:

The significance of an historical resource is materially impaired when a project:

- Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
- Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to §5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of §5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
- Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA. (CEQA Guidelines, §15064.5, subd. (b)(2).)

Impacts were considered significant under CEQA if the Amendment would result in an effect that may change the significance of the resource (Public Resources Code Section 21084.1), such as demolition, replacement, substantial alteration and relocation of historic properties.

## **IMPACTS OF THE PROPOSED PROJECT**

### **Impact 4.7-1 Loss or Degradation of Known and Undiscovered Prehistoric and Archaeological Resources**

Implementation of the Amendment would include ground disturbing activities such as infrastructure improvements, grading and trenching for development. Certain residences within the bounds of the Added Area have attributes that suggest a possible historical context either temporally or architecturally. Further, property associated with these residences as well as other open, vacant lots have the potential to yield buried cultural resources.

In addition, any areas of the Added Area that were developed at the turn of the Century for Brighton, Perkins Station and/or Florin may contain cultural deposits. Proposed infrastructure improvements and new development assisted by redevelopment could encounter cultural resources during construction activities relating to earlier periods of the Added Area's history. It is possible for buried properties to be uncovered during subsurface construction activities, and such resources and their immediate surrounding matrix could be damaged.

Prehistoric and archaeological resource issues in the City of Sacramento are addressed through the City's environmental review and permit processing procedures. An archaeological report may be required to be appended to any entitlement application and the City's standard archaeological resource mitigation measures may be required as a condition of approval. Although the likelihood of encountering cultural remains during construction is low, such disruption would likely result in the permanent loss of potentially important cultural resource data. Therefore, this is considered a ***potentially significant impact***.

## ***Mitigation Measures***

- 4.7.1a:** Foremen and key members of major excavation, trenching, and grading for sites preparation shall be instructed to be wary of the possibility of destruction of buried cultural resource materials. They shall be instructed to recognize signs of prehistoric use, and their responsibility to report any such finds (or suspected finds) immediately, as specified by measure 4.7.1b, below, so damage to such resources may be prevented.
- 4.7.1b:** Should any cultural resources, such as structural features, unusual amounts of bone or shell, artifacts, human remains, or architectural remains be encountered during any development activities, all work within 20 meters of the find shall be suspended and a qualified archaeologist shall be consulted to develop, if necessary, further mitigation measures to reduce any archaeological impact to a less than significant level before construction continues. Such measures could include (but would not be limited to) researching and identifying the history of the resource(s), mapping the locations, and photographing the resource. In addition, pursuant to Section 5097.98 of the State Public Resources Code, and Section 7050.5 of the State Health and Safety Code, in the event of the discovery of any human remains, all work is to stop and the County Coroner shall be immediately notified. If the remains are determined to be Native American, guidelines of the Native American Heritage Commission shall be adhered to in the treatment and disposition of the remains.

## ***Significance after Mitigation***

Less than significant.

## **Impact 4.7-2 Potential removal, destruction or alteration of historic structures**

There are 1,359 residential structures throughout the Added Area that were constructed prior to 1954, as identified by assessors data, which could potentially be determined to be of historic value after appropriate research and analysis. Additional buildings will fall into this category every year over the life of the Amendment. During the windshield survey potential cultural resources were noted that may be deemed historic in either architecture or setting. They were not recorded or evaluated at that time. As development plans for individual parcels are begun, these historical architectural resources should be documented on State Department of Parks and Recreation (DPR) Historic Inventory forms and evaluated to meet CEQA criteria. This should be performed by an accredited architectural historian.

As noted above, Section 15.124.250 of the City Code specifically regulates the demolition or relocation of buildings or structures that are at least fifty years old. The City's Preservation Director must make a preliminary determination on any buildings over 50 years old whether the structure is eligible for consideration by the Design Review and Preservation Board ("Board") and the City Council for placement on the Sacramento Official Register. Where structures are determined to be eligible, all the protections of Article VI of Section 15.124 apply. The Board or Preservation Director may not approve an application for demolition or relocation without making specific findings regarding the project, as specified in Section 15.124.350.

Redevelopment activities would involve both rehabilitation and demolition of existing structures over the life of the redevelopment plan. If a building subject to demolition or rehabilitation were to

represent historic resources eligible for listing in the Official Register or California Register, their damage or destruction would represent a significant impact. Therefore, redevelopment activities would have a **potentially significant** impact on historic resources in the Added Area.

**Mitigation Measures**

**4.7.2a:** As part of any Owner Participation Agreement (OPA), Disposition and Development Agreement (DDA), or other Agency project that would affect any building over 50 years old that the City’s Preservation Director has determined is eligible for the Sacramento Official Register, the buildings shall first be evaluated for eligibility for listing in the California Register of Historic Places. This evaluation shall occur through the preparation of State of California DPR 523 forms for each building, and through standard CEQA evaluation.

**4.7.2b:** For buildings determined to be eligible for listing in the California Register: (1) reuse of these buildings should be considered over demolition; and (2) if demolition cannot be avoided, then the buildings shall be recorded to Historic American Building Survey/Historic American Engineering Record standards (HABS/HAER) standards prior to their removal. Copies of the HABS/HAER documentation shall be filed with the State Office of Historical Preservation (SHPO), Sacramento Archive and Museum Collection Center (SAMCC), and the Sacramento Room at the Central Branch of the Sacramento County Library. HABS/HAER recordation typically includes the following:

- a. The development of site-specific history and appropriate contextual information regarding the particular resource. In addition to archival research and comparative studies, this task could involve limited oral history collection.
- b. Accurate mapping of the resources, scaled to indicate size and proportion of the structures.
- c. Photo documentation of the designated resources, both in still and video formats.
- d. Recordation by measured architectural drawings, in the case of specifically designed structures of high architectural merit; “as-built” plans of existing structures/foundation ruins will involve field measurements, office scaled plan layout, and plot out of final plan.

**Significance after Mitigation**

This mitigation measure would reduce potential impacts to historic resources to **less-than-significant** levels.

**Impact 4.7-3: Cumulative Loss of Cultural Resources**

As urban development increases throughout the City of Sacramento and the region, archaeological resources could be unearthed and damaged or destroyed. Historic resources could also be altered or destroyed to make room for new development. Even if cultural resources are adequately recorded, their removal and/or destruction from their place of origin would reduce their value as resources. As discussed above, damage or destruction of archaeological and historic resources in the Added

Area under the Amendment can be mitigated on a project-by-project basis. However, any loss of cultural resources associated with redevelopment projects, even if recorded prior to demolition, would contribute to a region-wide impact that cannot be remedied. Therefore, this is considered a potentially **significant and unavoidable** impact.

### **Mitigation Measures**

Implement Mitigation Measures 4.7-1 and 4.7-2.

### **Significance after Mitigation**

These mitigation measures would reduce potential cumulative impacts to historic resources, but not to **less-than-significant** levels.

## **4.7.3 REFERENCES – CULTURAL RESOURCES**

- *Sacramento Army Depot Redevelopment Plan Draft Environmental Impact Report*, Sacramento Housing and Redevelopment Agency, City of Sacramento, March 1995.
- *City of Sacramento General Plan Update, Draft and Final Environmental Impact Report*, City of Sacramento, Draft EIR is dated March 2, 1987 and Final EIR is dated September 30, 1987.
- *Cultural Resources Assessment, Proposed Added Area to the Army Depot Redevelopment Plan*, December 2003