

## 5.5 CULTURAL RESOURCES

The six components of the project analyzed herein are:

- 1) Adoption and implementation of the General Plan;
- 2) Adoption and implementation of the revised Zoning Code;
- 3) Adoption and implementation of the revised Subdivision Code;
- 4) Adoption and implementation of an amendment to the Noise Code;
- 5) Adoption and implementation of the Magnolia Avenue Specific Plan (MASP); and
- 6) Adoption and implementation of the Citywide Design and Sign Guidelines.

Of the six project components, the revised Zoning Code, the revised Subdivision Code, the Noise Code Amendment, the Magnolia Avenue Specific Plan, and the Citywide Design and Sign Guidelines address site planning, building design, and community aesthetics, rather than physical changes to the land and were created for compatibility with the proposed General Plan Update, and are thus not considered to have impacts related to impacts from cultural resources. These five project components will not be analyzed further in this Section. Impacts related to the adoption and implementation of the General Plan and will be addressed herein.

The Cultural Resources Section of this EIR has been changed from the previously circulated EIR. In addition to the overall changes listed in the Project Description Section of this EIR, background information was updated based on the Final Cultural Resources Study done by Applied EarthWorks, Inc. Also, related regulations that applied to the Project were added and analysis was added for each for the threshold questions. Information for all topics within this Section was verified and updated as necessary.

Since an initial study was not prepared with the issuance of the Notice of Preparation, the focus of the following discussion is related to a potential impact from a substantial change in the significance of historical resources and archaeological resources, directly or indirectly destroying a unique paleontological resource or disturbing any human remains.

In addition to other reference documents, the following references were used in the preparation of this section of the EIR:

- Applied EarthWorks, *Cultural Resources Study for the City of Riverside General Plan 2025 Update Program EIR*, updated January 2007.
- City of Riverside General Plan, *Historic Preservation Element* (adopted 2003, GP-005-023).
- LSA Associates, Inc., *Existing Setting Report, Riverside County Integrated Project*, Report prepared by LSA Associates, Inc., Irvine, CA, prepared for the Riverside County Planning Department, Riverside, CA, 2000.

## Methodology

For prehistoric and historical archaeological resources, a literature and records search of the general project location was completed by Applied EarthWorks archaeologists at the Eastern Information Center (EIC) of the California Historical Resources Information System between July 16 and July 21, 2003. For purposes of this investigation, maps examined for the entire City's 92,224-acre planning area, including the 51,310-acre City of Riverside and 40,914-acre Sphere of Influence, including the Riverside West, Riverside East, Fontana, San Bernardino South, Corona North, Lake Mathews, and Steele Peak 1:24,000-scale USGS topographic maps. Data gathered included plotting the locations of all previously identified archaeological sites, a listing of all manuscript files pertaining to cultural resources studies, and estimations regarding previous archaeological survey coverage per square mile.

Results of the archaeological literature and records search at the EIC indicate that more than 310 cultural resources investigations have been completed within the City's Planning Area; due to the large volume of documents and budgetary constraints, copies of the reports were not gathered at the EIC. These cultural resources studies resulted in the identification and documentation of more than 826 prehistoric and historical archaeological sites. Within current City limits, 538 prehistoric sites, 51 historical sites, and 5 sites containing both prehistoric and historical remains have been documented; within the City's Sphere of Influence an additional 223 prehistoric sites, 8 historical sites, and one site containing both prehistoric and historical remains have been documented.

Prehistoric archaeological site types are predominately bedrock milling stations containing bedrock milling slicks and mortar cups. Other prehistoric site types include: flaked and ground stone scatters; lithic quarry locations exploited for stone tool manufacture; and several large village locations containing flaked and ground stone tools, bedrock milling features, pictographs and petroglyphs and house pit features. Historical archaeological site types include: numerous canals and canal remnants (e.g., Pedley Canal, Gage Canal, Upper/Lower Riverside Canal, Evans Pellisier Ditch) and associated pump houses dating to the late 1800s and early 1900s; mines (e.g., Cajalco Tin Mine, Quartz Queen [Indian Queen] Mine); Riverside's Chinatown; Pacific Electric Railway transfer stations; and historical structural remains associated with former homestead locations. It should be noted that other types of historical archaeological resources, such as buried hollow features containing historical refuse deposits, are often associated with standing historical structures.

In summary and described below, the literature and records searches performed by Applied EarthWorks for the General Plan 2025 Program, indicate that much of the City's Planning Area has a fairly high sensitivity for containing prehistoric archaeological resources, historical archaeological resources, and historical resources.

## SETTING

The Planning Area includes historical districts, neighborhoods, sites, structures, features, and natural, prehistoric and historical archaeological resources. In addition to historical sites, structures, features, and natural resources, hundreds of prehistoric and historical archaeological

resources have been identified in and surrounding the City's Planning Area. Archaeological resources are not typically visible, but are discovered by trained archaeologists during surveys. Occasionally, buried archaeological resources are discovered accidentally by construction workers during ground disturbing activities such as grading or trenching.

There were three vegetation communities that likely existed in the study area prior to extensive grazing by domestic livestock, historic agricultural pursuits, and extensive residential and commercial development. One of the vegetation communities is the Valley Grassland Community, which is currently utilized entirely by residential and commercial development, transportation corridors, citrus orchards, ranches, and plowed agricultural crop-lands, which have been in existence since the late 1880s when the valleys were first settled by non-Native peoples. Prior to historical development, the valley floors and lower slopes of the hills were intensively grazed by domesticated livestock since the late 1700s. These practices have had large impacts on the composition and character of valley grassland vegetation community and, subsequently, on the types and relative numbers of faunal species that inhabit this community. The other two vegetation communities are the Riversidian Sage Scrub Community, occurring on the south-facing hillslopes, and the Chamise Chaparral Community, occurring on the north-facing hillslopes.

#### *Paleontological Resources*

Paleontology is the study of the developing history of life on earth, of ancient plants and animals based on the fossil record (evidence of their existence preserved in rocks). This includes the study of body fossils, tracks, burrows, cast-off parts, fossilized feces, and chemical residues. Modern paleontology sets ancient life in its context, by studying how long-term physical changes of global geography and climate have affected the evolution of life and how ecosystems have responded to these changes and have changed the planetary environment in turn, and how these mutual responses have affected today's patterns of biodiversity.

One of Southern California's most historic inland fossil sites was once about two miles from downtown Riverside. In recent centuries, a south-trending bend in the Santa Ana River had cut into a large, steep embankment. The exposed cliff was often quarried for building material, in one case at a place known as "Campbell's Sand Pit." Through the first half of the twentieth century, people found fossils of Ice Age mammals among the sands of the Santa Ana River banks in the City of Riverside. In 1923, fragments of tusk and 2 mammoth molars were found in the sand pit, and in 1952, fragments of a mammoth jaw were discovered along the River near Grand Avenue. All of these fossils and others were gathered along this stretch of the Santa Ana River when its banks were still lined with citrus groves, small farms, and ranches. Beginning in the 1950s, these agricultural lands began to be converted to residential development, so that today none of the exposures can be seen, not even Campbell's Sand Pit. As of 2004, the area south of Mockingbird Canyon Reservoir is the only other portion of the Planning Area considered as a place of paleontological importance.

Today, Riverside County's Anza Narrows Regional Park—just west of the original location of Campbell's Sand Pit—provides one of the few unobstructed views of the Santa Ana River and its banks. At some point in the future it is anticipated that the water of the Santa Ana River will

again undercut the sandy south bank, revealing more of the fossil remains of the creatures of prehistoric Riverside.

### *Archaeological Setting*

#### Prehistoric and Ethnohistoric Settlement (Pre-1769)

Many tribal territories converged in the fertile valleys and canyons fed by the Santa Ana River and its tributaries and sheltered by Mount Rubidoux and the Box Springs Mountains. Included in the tribal groups are the Gabrielinos, the Cahuilla and Serrano Indians, and possibly the Luiseño Indians, who had inhabited the area for many hundreds, if not thousands, of years.

Prehistoric and ethnohistoric archaeological sites likely to be found within the City's Planning Area include: villages represented by residential bases with house features (stone and/or adobe), storage features, human burials and cremations, rock art (pictographs and/or petroglyphs); temporary encampments represented by flaked and ground stone scatters with fire hearths and possibly storage features; resource procurement and processing sites represented by bedrock milling stations, tool stone quarries, flaked and ground stone artifact scatters, and/or hunting blinds; trails demarked by cairns and possibly rock art; isolated cultural features such as rock art, intaglios, and/or shrines; isolated flaked or ground stone artifacts; and traditional cultural landscapes/sacred places that may include important gathering or collecting places, springs, mountain tops or rock outcroppings, burial grounds, etc.

As shown in **Figure 5.5-1, Archaeological Sensitivity**, the Planning Area's sensitivity for archaeological resources is ranked as Unknown, Low, Medium and High. Rankings are based on previous survey coverage and archaeological site density. Areas classified as Unknown are primarily those areas that were urbanized prior to the mid-1970s, as well as extant citrus groves surrounding the urbanized, built environment. Areas classified as Unknown may contain buried archaeological deposits dating to the City's prehistoric and historical periods.

**Figure 5.5-2, Prehistoric Cultural Resources Sensitivity** depicts where prehistoric archaeological cultural resources would be likely to be found based on environmental conditions such as the presence of reliable water sources, topography and important vegetation communities. Again, areas classified as Unknown are those areas confined to the City's downtown area that were urbanized during the early and mid-1900s where the current environmental conditions may not reflect the original environmental conditions. As stated above, historical archaeological resources, such as buried hollow features containing historical refuse deposits, are often associated with standing historical structures or the former location of historical structures.



**LEGEND**

**HIGH**

**MEDIUM**

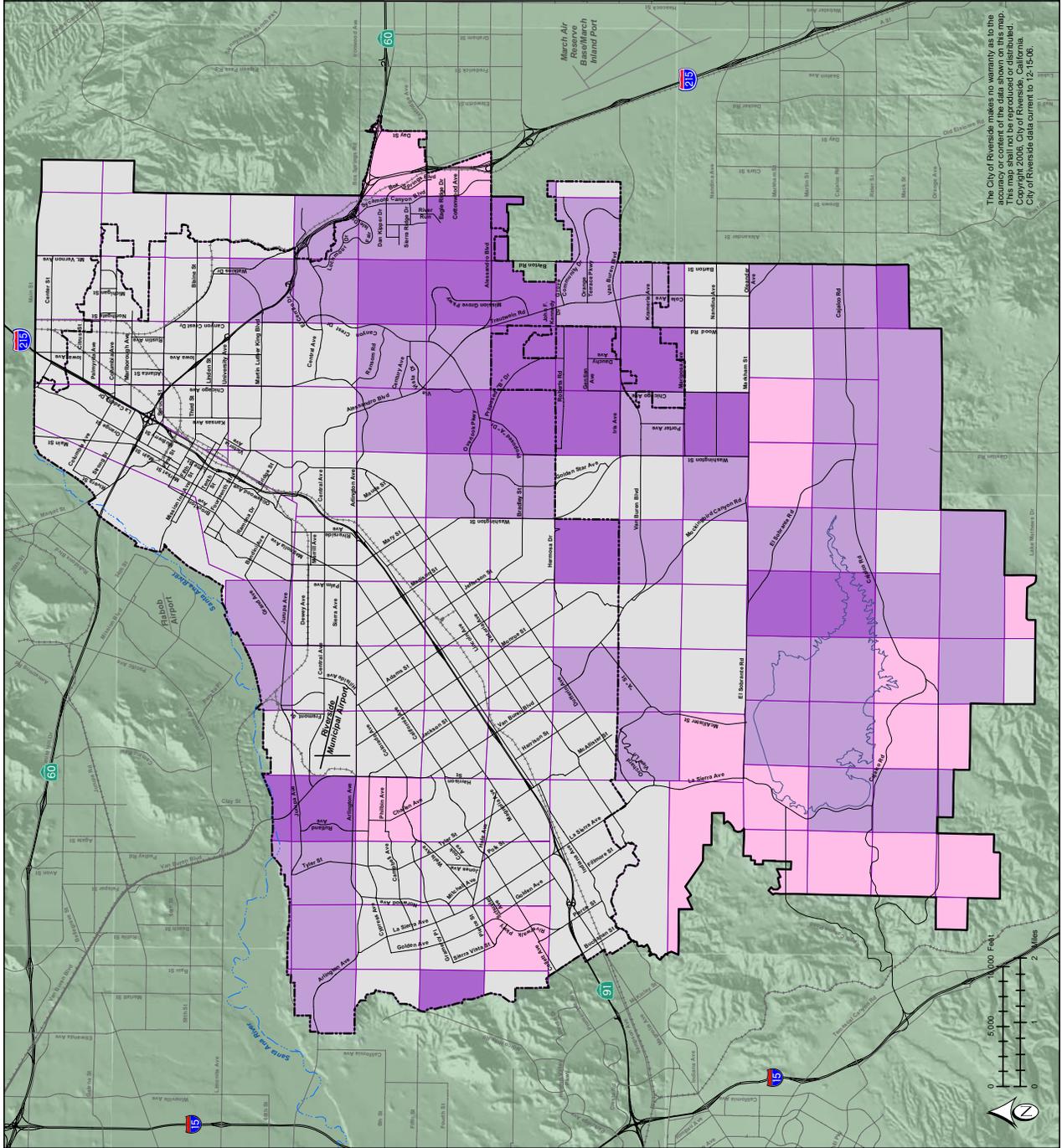
**LOW**

**UNKNOWN**

**RIVERSIDE CITY BOUNDARY**

**RIVERSIDE PROPOSED SPHERE OF INFLUENCE**

**SOURCE: APPLIED EARTHWORKS, 2003.**



The City of Riverside makes no warranty as to the accuracy or completeness of the information on this map. This map may not be used for purposes other than those intended. Copyright 2006, City of Riverside, California. City of Riverside data current to 12-15-06.

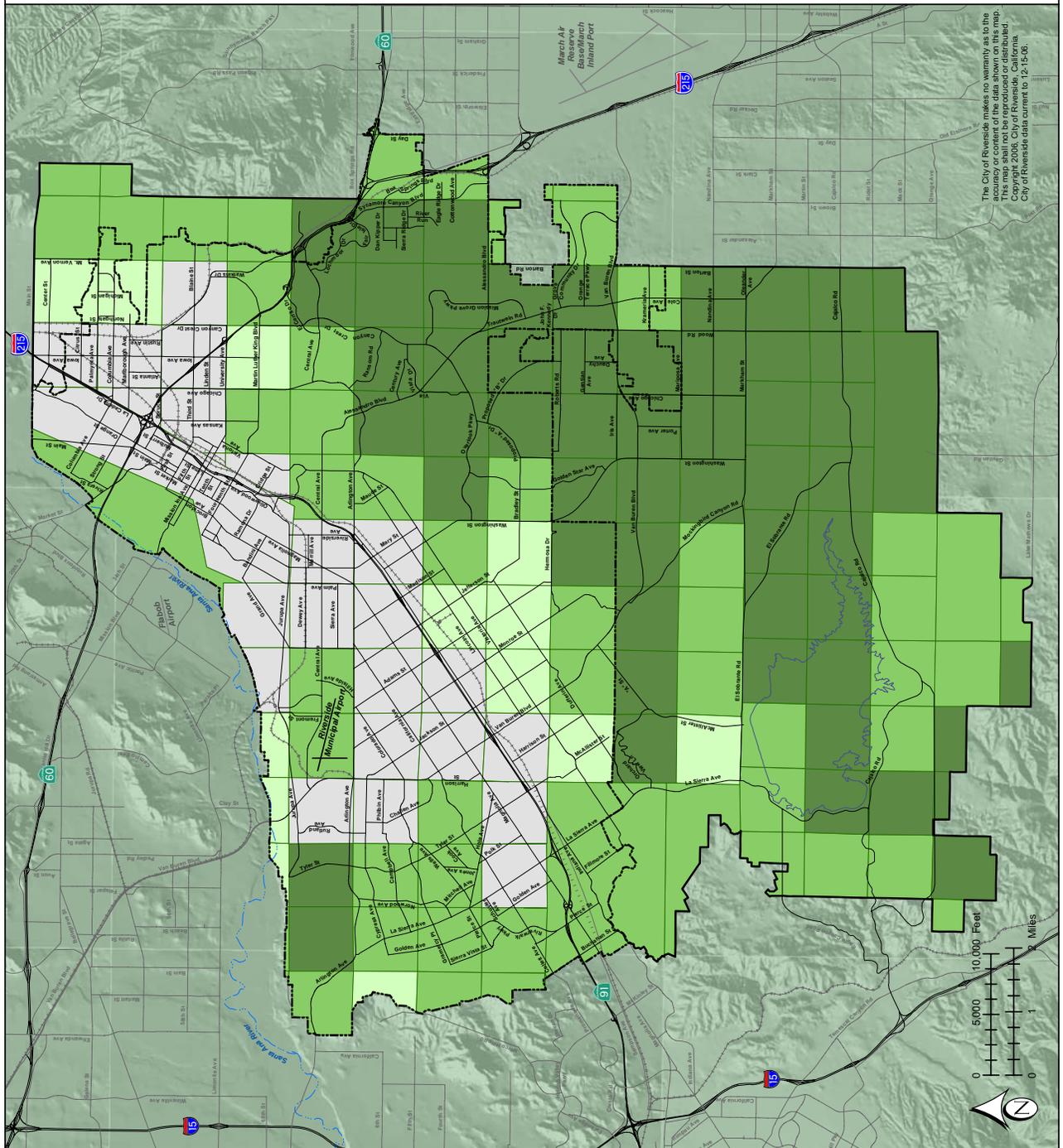
**Figure 5.5-1  
ARCHAEOLOGICAL  
SENSITIVITY**



**LEGEND**

- HIGH
- MEDIUM
- LOW
- UNKNOWN
- RIVERSIDE CITY BOUNDARY
- RIVERSIDE PROPOSED SPHERE OF INFLUENCE

SOURCE: APPLIED EARTHWORKS, 2003



**Figure 5.5-2  
PREHISTORIC  
CULTURAL  
RESOURCES  
SENSITIVITY**

### *Historic Setting*

Before 1870, the Planning Area had long been inhabited by Native Americans. Europeans settled and established missions early in the 1770s; upon secularization in 1834, large land grants were ultimately divided and re-divided among the earliest European and American settlers. Although only scant evidence exists of the early European settlement, the land patterns of subsequent development most certainly were influenced by them.

The City of Riverside's historic buildings, structures, objects, archeological sites and features, landscapes and neighborhoods are physical reminders of the ways in which early inhabitants and later citizens of the City of Riverside used and developed the land. These resources represent contexts or themes important in the City's history.

The following contexts (some overlapping) have been identified for the entirety of Riverside's human history: Spanish Mission Period; Mexican Rancho Period; Statehood and Colonization of Riverside; Water Rights and Access; Migration, Growth, Planning and Development; Citrus and Horticultural Experimentation; Immigration and Ethnic Diversity; Boosterism, Image and Cultural Development; Economic, Military and Industrial Growth; Post World War I Development, Education, and Post World War II Residential Development. These contexts and associated property types are discussed below.

Archival and published reports suggest that the City's study region is situated within the westernmost extent of traditional Cahuilla territory, near the southern boundary of the Serrano territory, and it is also possible that the Luiseno may have occupied the study region during the post contact period. All of these groups belonged to nonpolitical, cultural nationalities speaking languages belonging to the Takic branch of the Shoshonean family, a part of the larger Uto-Aztecan language stock. (Bean 1978:576)

The Cahuilla, Serrano, and Luiseno were people who, for the most part, hunted, collected, and harvested. They tended to exploit the resources of many different ecological niches in the valley, foothill, and mountain areas. A flourishing system of trade gave them access to resources of both neighboring and distant peoples.

The Spanish began establishing missions in California in 1769, but the local Native Americans likely had very little direct contact with the non-native settlers until the turn of the century (Bean and Vane 2001:MS-7.) The local area was within the territory of the Mission San Gabriel, which was established in 1771.

#### Spanish Mission Period (1769–1833)

Although Juan Bautista de Anza's vivid portrayal of the expedition created enthusiasm for future travelers into Alta California, early settlement in Riverside County was slow and sporadic. During the Mission Period of California history (1769–1833), Riverside County proved to be too far inland to establish missions.

Leandro Serrano is credited to be the first non-native to settle in the Riverside County area. In 1818, Serrano obtained permission from priests at the San Luis Rey Mission in northern San Diego County to settle “five leagues of land in the Temescal,” an area just southwest of the City’s contemporary Sphere of Influence. Later in 1821, Native Americans from the San Gabriel Mission established Rancho San Gorgonio (near Banning and Beaumont, several miles east of the City’s Sphere of Influence).

Adobe structures and land development patterns of the earliest European settlement are documented through written histories and are evidenced in archaeological sites and artifacts and cultural landscapes that echo the Spanish Mission periods.

#### Mexican Rancho Period (1834–1848)

After Mexico successfully overthrew Spanish rule in 1821, the Mexican government passed the Secularization Act in 1833. Passage of this act resulted in reorganization of the missions into parish churches wherein the former missions lost their vast land holdings to the hands of private Mexican citizens and released the Native Americans to fend for themselves. During the resultant Rancho Period (1834–1848), ranchos were predominately devoted to the cattle industry, and large tracts of land were devoted to grazing.

Until the gold rush of 1849, livestock and horticulture dominated the economics of California. Sixteen ranchos were granted in Riverside County, with the first of these, Rancho Jurupa, granted to Juan Bandini in 1839. Encompassing approximately 32,000 acres, Rancho Jurupa was centered west of Norco and east of the Prado Basin along the Santa Ana River, west of the of the City’s Sphere of Influence, the future City of Riverside.

Settlement continued to develop through the years along the Santa Ana River. With the influx of new settlers, some of the larger ranchos were subdivided into smaller parcels. Among the new settlers was Louis Robidoux, who purchased 6,700 acres in the center of Rancho Jurupa. After his death in 1868, a portion of his ranch would become part of Riverside Colony.

In addition to Juan Bandini and Louis Robidoux, other early rancheros and land grant holders included Cornelius Jenson, Benjamin Ables, Arthur Parks and J. H. Stewart. Across the Santa Ana River to the northwest were two Spanish-speaking towns, Agua Mansa and La Placita, settled by migrants from New Mexico. All of these settlements were established in the area outside of the current City boundaries and prior to John W. North’s 1870 establishment of the Riverside Colony.

Historic resources characteristic of the Rancho periods in the City’s Planning Area may include adobe dwellings, archaeological sites, artifacts and cultural landscapes that echo the California Ranchero period of California history; these are generally documented through written histories and are evidenced in archaeological sites and cultural landscapes.

### Statehood and Colonization of Riverside (1848–1900)

With the signing of the Treaty of Guadalupe Hidalgo in 1848 ending the Mexican American War, California came under greater Euro-American influence, becoming a U.S. State in 1850. Through the 1860s to 1870s, the greater Riverside area continued to draw settlers and tradesmen; however, growth in the area remained slow until well after the Civil War and the completion of the transcontinental railroad in 1869.

The Riverside Colony was founded in 1870 as a cooperative joint-stock agriculture venture by an abolitionist judge, John W. North, and a group of reform-minded colleagues. This is the first period in which the area became known as “Riverside.” Funded by the profitable citrus industry the City of Riverside evolved into the richest City in the U.S. (on a per capita basis) by 1895.

Historic resources for the Colonization historic period include houses and churches. Other artifacts of this period are street patterns, the earliest water distribution systems and land use patterns for the original town of Riverside, cultural landscapes (street medians with plantings, agricultural patterns), Evergreen Cemetery and the Parent Navel Orange Tree. Houses of this period were typically wood frame, one- or two-story structures with simple rectangular or “L” plans and gable roofs. Designs represented were variations of Queen Anne, Stick, Eastlake, Italianate, and Greek, Gothic, and Colonial Revival styles. Concentrations of these Victorian-era buildings are located in the City’s downtown Mile Square area. Although the City’s first commercial buildings were replaced early on by more substantial structures, the land use patterns still prevalent today in the downtown commercial zone were established in this period.

### Water Rights and Access; Migration, Growth and Development (circa 1870–1890)

A quasi-public water company was established soon after the City’s incorporation, and bonds were floated to improve the canal system. By 1895, the town was a wealthy, gilded age version of North's irrigated cooperative. The town's well-educated and mostly Protestant citizens turned their attention toward applying the latest methods of industrial capitalism and scientific management, and to irrigating, growing, processing and marketing navel oranges. They succeeded; by 1890, citri-culture had grossed approximately \$23 million for the area's economy.

The City of Riverside's potential attracted investment capital from around the U.S., Canada and Great Britain. The influx of wealth and manners led to high aesthetic and cultural goals for the City and added large doses of savoir-faire and leisure time pursuits, including polo, golf and tennis. The introduction of the railroad further expanded Riverside's growth and the citrus market potential, which were so tightly linked. The combination of water, boosterism, consensus building, navel oranges, the railroad, and cooperative marketing unleashed Southern California's commercial potential. A once pastoral area was transformed in the process.

Historic resource types that represent this major growth period in the City’s history include: canals, parks, churches, cultural institutions, bridges, cultural landscapes, expanded street and land-use patterns, commercial and agri-industrial buildings, railroad structures, and houses. Residences ranged in size and style from elaborate two-story, irregular plan, Queen Anne and Colonial Revival designs to modest, one-story, rectangular plan, hipped roof cottages with

restrained ornamentation that referenced the Queen Anne and Colonial Revival mansions of the period. Shingle and Romanesque influences also appeared in Riverside during this period. Commercial structures were usually brick with cast iron storefronts. Agri-industrial buildings were either brick (with stucco exterior) or wood frame and steel truss construction. Commercial, railroad depot and agri-industrial buildings began referencing Spanish architectural influences.

#### Citrus and Horticulture Experimentation (circa 1870–1945)

Riverside residents created efficient citrus packing concepts and machinery, refrigerated rail shipments of citrus fruits, scientific growing methods, mechanized packing, and pest management techniques. Soon after the turn of the century, the City could boast that it had founded the most successful agricultural cooperative in the world, with the establishment of the California Fruit Growers Exchange, known by its trademark, Sunkist. The Citrus Experiment Station, a world-class research institution in Riverside was on its way to becoming the world center for citrus machinery production.

As Riverside saw much experimentation with citrus horticulture and inventions that mechanized the packing and shipping of produce, historic resource property types in the previous contexts may also be significant under the Citrus and Horticulture Experimentation context. Structures for agri-industrial activities and railroad development represent this context. Mansions built by businessmen associated with companies for packing and shipping citrus and simple to modest dwellings for workers supporting the agricultural and industrial products also represent the period. Stylistically, buildings repeat those of the previous context; there also is an emergence and development of Beaux Arts Classicism and Craftsman architectural design in commercial, civic and residential buildings. The expanding use of irrigation in the citrus industry created cultural landscapes that represent this period.

#### Immigration and Ethnic Diversity (circa 1870–1940)

A succession of diverse cultural groups came to the region, lured by the City of Riverside's navel orange industry, each with their own perspectives and dreams. Early citri-culture was labor-intensive requiring large available pools of labor to succeed. Poor but eager immigrants from China, Japan, Italy, Mexico and later the “Dust Bowl” of America, flooded into Southern California to meet the labor demand in hopes of gaining their own fortunes. As a result, Riverside developed a substantial Chinatown and other ethnic settlements, including the predominantly Hispanic Casa Blanca and settlements of Japanese and Korean immigrants. A rich ethnic-socio-economic mix, the hallmark of contemporary California, had already developed in Riverside by World War II.

Historic resource property types associated with Hispanic, Asian and Italian immigrants are primarily residential buildings and neighborhoods. Houses exhibit plans and construction techniques of the 1880s through 1920s and were constructed in areas that were close to work activities of the inhabitants. They can be described mostly as vernacular buildings, but many have modest stylistic features such as full front porches, bay windows and ornamental detailing. Also associated with this context are various resources such as churches, parks and neighborhood commercial buildings.

### Boosterism, Image and Cultural Development (circa 1880-1930)

Frank A. Miller, builder, renowned booster and master of the Mission Inn, who had arrived in Riverside during its late colonial years, emerged soon after the turn of the century as a preeminent community builder and promoter. Understanding that a great City needs myths and symbols as well as wealth to establish its identity, Miller strove for the first 30 years of the twentieth century to create symbols and themes for Riverside. Paralleling efforts elsewhere by Charles Loomis and Henry Huntington, Miller undertook a conscious, deliberate and strategic effort to create a Protestant version of the California mission period that could serve as Riverside's explanatory myth and the basis for its identifying symbols. His first and most noteworthy effort came in the form of the New Glenwood Hotel, later renamed the Mission Inn. Designed and built as a shrine to California's Spanish past, the Mission Inn was to become what author Kevin Starr called a "Spanish Revival Oz." The Inn made Riverside a center for the emerging Mission Revival Style in Southern California and proved to be a real estate promoter's dream.

Combined with the affluence and aesthetic lure of the citrus landscape, the Mission Inn made Riverside a desired residential, cultural and recreational destination of the wealthy railroad set of the early twentieth century. The City supported an opera house, theater, symphony and three golf courses. The era's most illustrious architects, landscape architects and planners, including A.C. Willard, Arthur Benton, Myron Hunt, Julia Morgan, Charles Cheney and Henry Hosp, and accomplished local architects, like G. Stanley Wilson and Henry Jekel, filled Riverside with quality architecture and Mediterranean landscape features.

The Mission Inn is the most prominent and influential historic resource representing this period. The promotional image of Riverside's Spanish Colonial past was idealized in this building as well as in numerous significant civic and commercial buildings constructed in the City's downtown such as the First Congregational Church and the Old City Hall. Designs for buildings epitomized architectural features of the period of Spanish colonization in both the exotic and vernacular aspects. Historic resource types within this context also encompass references to American Colonial Revival in residential buildings and Beaux Arts Classicism in major civic and institutional buildings.

### Post-World War I Development (circa 1918–1930)

Like many Southern California communities, Riverside experienced a population boom following World War I. Previously undeveloped areas were subdivided and residential tracts were planned and developed. In the downtown area, large properties were subdivided and modest-scale houses were built alongside the earlier grove houses.

The early years of this context are represented by Arts and Crafts period styles: California Bungalow, two-story Craftsman, Prairie and English cottage/Tudor Revival. By the end of World War I, a surge of patriotism for America and its allies produced houses in styles that referenced the American Colonial period and French, Spanish, Italian Renaissance and English architecture. Beaux Arts Classicism reached its peak in the post World War I period in civic architecture, and Gothic Revival and Spanish Colonial Revival influenced designs for churches. The design trend

for commercial buildings continued to be based upon Spanish and Classical motifs; many buildings were remodeled to reflect the Spanish Colonial Revival and Mission styles. The context is also represented in cultural landscapes that include public amenities such as parks and streetscape improvements.

#### Education (circa 1900–1955)

In the mid-1950s, the University of California selected Riverside as the site for an undergraduate liberal arts college. University of California Riverside (UCR) grew out of the Citrus Experiment Station and today has an international reputation as a research center for plant pathology, citrus biological control, cultivation practices, biomedicine and many other disciplines. Riverside is also the home of the second oldest community college in the State: Riverside Community College. Other schools, including the Sherman Indian School, California Baptist University and La Sierra University, make Riverside a regional center for learning and research.

Within this historic context, resource types are represented in the UCR buildings associated with significant contributions to research in one academic area mentioned above. Additionally, the cultural landscape of UCR is a significant historic resource. The Sherman Indian School Administration building and the site of the school as a cultural landscape also represent the education context.

Public school buildings, Riverside Community College, California Baptist University and La Sierra University buildings and sites are examples of potential historic resource types for this era.

#### World War II (circa 1939-1945)

Both existing and new military facilities were used and built as part of the war effort including existing March Field (1918), Camp Haan (1940). March Air Force Base which included both Camp Haan and March Field was later recommissioned as March Air Reserve Base; all are located southeast of the City. During World War II, the local citrus industry (i.e., Food Machinery Corporation, Hunter Engineering, the Rohr Corporation, the Lilly Tulip Corporation, and Bourns Incorporated) joined with the military to construct water landing crafts (amphibious assault vehicles) for the war effort.

#### Post-World War II Residential/Commercial Development (circa 1945–1960)

Riverside’s second major boom in residential development occurred in the post-World War II period. Affordable suburban housing tracts were developed with nearby commercial centers to serve the needs of new residents.

Historic resources types for this context primarily include tracts of post-war vernacular style houses. The best intact examples are the Sun Gold Terraces and “Cowboy Streets” (located between Central and Arlington Avenues west of Victoria Avenue) communities. These one-story residences were modest in size and typically had stucco or wood siding and attached garages. The tracts themselves were distinctively designed with curving street patterns. Commercial

centers built during this period include the Brockton Arcade and the first “mall” in the City, the Riverside Plaza, which created a commercial center other than downtown Riverside.

During this period, the automobile became dominant throughout Southern California. Riverside served this new form of transportation with many examples of service, sales and support facilities. Many support facilities were located on Market Street, the automobile corridor of the City, as well as on University Avenue due to the connection with the Riverside Raceway.

#### *Cultural Resources Literature and Records Search*

The City of Riverside was one of the first cities in California to enter into an agreement with the State Office of Historic Preservation to conduct a historic resources survey. As a result of these surveys, conducted between 1977 and 1980, more than 6,000 properties were documented. Of these, approximately 1,200 were recorded on the State Historic Resources Inventory forms. As of 1980, the City designated 40 buildings Structures of Merit as well as 27 City Landmarks. In 2000, a historic resources survey was completed for the Eastside and Casa Blanca neighborhoods, resulting in the recordation of approximately 1,400 additional structures on State Historic Resources Inventory Forms. As of 2004, the City had recorded 110 City Landmarks, more than 1,000 Structures of Merit, 10 Historic Districts, 4 Neighborhood Conservation Areas, and 20 National Register of Historic Places properties. At present, the City’s only designated archaeological resource is the Chinatown site. **Table 5.5-A** lists the designated Historic Districts, Potential Historic Districts and Neighborhood Conservation Areas in the City.

**Table 5.5-A  
 Historical Districts and Neighborhood Conservation Areas**

<b>District/Area</b>	<b>Date Established</b>
<b>Historic Districts</b>	
Seventh Street	1980
Prospect Place	1986
Rosewood Place	1986
Wood Streets	1986
Mission Inn	1986
Mount Rubidoux	1987
Heritage Square	1988
Seventh Street East	1989
Colony Heights	1998
Evergreen Quarter	2004
Somerset Drive	2004
<b>Potential Historic Districts</b>	
Mile Square Northwest	
Citrus Thematic Industrial	
Palm Heights	
Lansdowne Spanish Colonial Revival	
<b>Neighborhood Conservation Areas</b>	
Old Magnolia Avenue	1981
Wood Streets	1981
Rockledge	1981
St. Andrews Terraces	1990

Source: City Website 2006

Colony Heights Historic District (1903-1940)

Bounded by Redwood Drive, Pine Street, Mission Inn Avenue and Third Street, this residential district was part of the Southern California Colony Association’s 1870 purchase and lies immediately north of the original “Mile Square” boundaries. As part of the area’s second wave of residential growth and development, Colony Heights boasts some of Riverside’s finest examples of early twentieth century architectural styles including Craftsman, Spanish Colonial Revival, Tudor Revival, and Colonial Revival. A significant concentration of the residences were designed and built by well-known local architects, such as G. Stanley Wilson, Henry L.A. Jekel and L.C. Waldman.

### Heritage Square Historic District (1880-1920's)

Bounded by First Street, Fifth Street, Orange Street, and Mulberry Street, the district is located north of Riverside's downtown core within the northeast portion of the original "Mile Square," as laid out by the Southern California Colony in 1871. It is significant as one of the earliest residential developments in the City. The district reflects the variety of architectural styles popular in the area during the turn-of-the twentieth century, and is particularly rich in Victorian-era styles. Period Revival as well as Arts and Crafts architecture of the early twentieth century reveal the evidence of the second phase of growth in the neighborhood, as large estates were subdivided to accommodate smaller, single story homes and duplexes. Heritage Square is also associated with a number of pioneer families and prominent individuals in the history of Riverside.

### Mission Inn Historic District (1871-1946)

Bounded roughly by Sixth Street, Eleventh Street, Market Street and the Riverside 91 Freeway, this commercial district is the old downtown core, and is comprised primarily of commercial and government buildings. It encompasses part of the Seventh Street Historic District and is distinctive for its embodiment of the Mission Revival style. Other styles include Spanish Colonial Revival and Art Deco with a variety of building materials such as ceramic brick, terra cotta and rough-hewn granite. Well-known architects of the district include Arthur Benton, Julia Morgan, G. Stanley Wilson, and Myron Hunt. Major focal points include the Mission Inn, the Riverside County Courthouse, the First Congregational Church, and the Fox Theater. The district features numerous resources listed in the National Register of Historic Places.

### Mount Rubidoux Historic District (1903-1935)

Bounded by Redwood Drive, University Avenue, Mount Rubidoux drive and Indian Hill Road, the design of this neighborhood, west of downtown, was intended to enhance the natural features of Mount Rubidoux. In addition to bankers and financiers, the area was home to growers, packers, manufacturers and others made rich by Riverside's burgeoning citrus industry. Notable local architects including Franklin Burnham, G. Stanley Wilson, Robert H. Spurgeon and Henry L.A. Jekel designed houses in the Craftsman, Spanish Colonial Revival, and Tudor and Norman Revival styles. Building in district began in 1903 and increased over the next several years due to proximity of the neighborhood to the Seventh Street streetcar line, which provided easy access to downtown.

### Prospect Place Historic District (1887-1945)

Bounded by Orange Grove Avenue, Prospect Place and Stadium Avenue and includes Fifteenth Street, between Main Street and Orange Street; Orange Street between Prospect Place and just northeast of Fifteenth Street; and a section of Main Street northwest of Fifteenth Street, and located just south of the original "Mile Square," Prospect Place is one of Riverside's first truly residential neighborhoods. The district's early residences were single-family houses ranging from opulent Queen Anne's to simple bungalows. Later practices favored zoning downtown single-family residential areas for commercial, office, and high density residential uses. As a

result of this practice, the original Prospect Place neighborhood has largely been replaced with offices and apartments. Its designation as a historic district, however, has saved it from complete conversion to commercial, office, and institutional uses.

#### Redwood Place West Historic District (1916-1945)

On Rosewood Place, between Palm Avenue and Brockton Avenue, this district represents one of Riverside's most architecturally coherent neighborhoods in terms of period, style, and scale. The environment as a whole, including sidewalks, driveways and streetlights, is intact. Architectural styles are predominately Craftsman, Italian Renaissance Revival, Spanish Colonial Revival, Tudor Revival and Colonial Revival. The parcels on each side of Rosewood Place are part of the larger "Wood Streets" area.

#### Seventh Street East Historic District (1880-1945)

Comprised of Mission Inn Avenue, Seventh Street between Kansas Avenue and the Santa Fe Railroad tracks, the Seventh Street East Historic District is primarily residential, but also includes two historic depots, a citrus packing house, and the site of City founder John North's original home (now North Park). Residential development east of downtown was made possible in part by the Gage Canal, which brought water to the area. The district includes excellent examples of Victorian era architectural styles dating from just after the subdivisions, as well as later Craftsman, Mission Revival, Spanish Colonial Revival and Classical Revival styles. The Seventh Street East district embraces many facets of downtown Riverside's social history and continues to function as a vital hub of community activity.

#### Wood Streets Historic District (1916-1940)

Bounded by Beechwood Place, Magnolia Avenue, and Ramona Drive, the Wood Streets Historic District offers perhaps the most cohesive neighborhood design to be found in the City of Riverside. This area contains excellent examples of Craftsman, Spanish Colonial Revival, Tudor Revival and Colonial Revival style residences. The neighborhood was originally devoted to orange groves until 1913, when a fill was placed across the Tequesquite Arroyo allowing Magnolia Avenue to connect with downtown. Proximity and easy access to downtown made this area desirable for residential subdivision. A developer named Dr. Edward H. Wood used his name as a suffix to the first street name, Homewood Court, and so began a series. The Wood Streets have long served as a middle-class stronghold of Riverside.

#### Somerset Drive Historic District

On Somerset Drive between Cridge and Woodbine Streets, the twenty-three residences in the Somerset Drive Historic District represent a variety of architectural styles popular in the 1920s and 30s including Craftsman, Moderne, Spanish Colonial and Tudor. Somerset Drive is a 30-foot wide street that gently curves and is shaded by mature trees. The setting of this district adjacent to the arroyo gives the area a varied topography, allowing for residences to be situated at unusual angles and elevations relative to the street. This district maintains a high degree of design, feeling, association, and setting.

### Evergreen Quarter Historic District

Bounded by University Avenue, Evergreen Cemetery, Redwood Drive and Locust Street, this district includes structures with a variety of architectural styles popular in southern California from the 1880s to the 1930s. In addition to residences, the district also has duplexes, apartment buildings, churches, and Evergreen Cemetery. A high concentration of individually listed properties is found in the district including over 20 landmarks and structures of merit. This district continues to be an important residential area in Riverside's downtown.

"Historic district" means any delineated geographic area having historical significance, special character or aesthetic value which serves as an established neighborhood, community center, or distinct section of the City, possessing a significant concentration, linkage or continuity of site, buildings, structures or objects united historically or aesthetically by plan or by physical development; and which has been designated an historic district pursuant to this Title [Title 20] or is listed in the National Register of Historic Places, the California Register of Historic Places, or is a State historical landmark."

As stated in Title 20 of the Municipal Code a "'Neighborhood conservation area" means a geographical area of the City, whether commercial and residential, which has been designated a neighborhood conservation area pursuant to the provisions of this Title and which is intended to assist in the implementation of the goals and objectives of the City's General Plan by assuring appropriate development consistent with the design and cultural resources thereof by:

1. Deterring the demolition, destruction, alteration, misuse and neglect of architecturally interesting and significant buildings which represent an important link to Riverside's past;
2. Promoting the conservation, preservation, protection and enhancement of the area; and
3. Stimulating the economic health of the community and stabilize and enhance the value of property."

Appendix D and the City of Riverside's website contain lists of historical structures and natural features in the Planning Area recognized at the national, State and local levels, based on data gathered from the Historic Preservation Element of the City of Riverside General Plan and the Existing Setting Report for the Riverside County Integrated Project.

### *Existing Cemeteries*

There are four existing cemeteries within the Planning Area boundary. All of the cemeteries are maintained and no development is anticipated to affect these existing sites. The four cemeteries include:

- Olivewood Cemetery. Location: 3300 Central Avenue, Riverside 92506, the cemetery is a large and well maintained; it is also known as Olivewood Memorial Park.
- Riverside National Cemetery. Location: 22495 Van Buren Blvd, Riverside 92518, the cemetery is on the former site of Camp Hahn, established during World War I and used

- as an anti-aircraft training facility during World War II. Currently the site is expected to provide space beyond 2030, and expects to receive more land from the Air Force.
- Crestlawn Memorial Park. Location: 11500 Arlington Avenue, Riverside 92505.
  - Evergreen Cemetery. Location: 4414 14<sup>th</sup> Street, Riverside 92501. The cemetery is a landmark within the Evergreen Quarter Historic District.

## Thresholds of Significance

The City of Riverside has not established local CEQA significance thresholds as described in Section 15064.7 of the State CEQA Guidelines. Therefore, significance determinations utilized in this Section are from Appendix G of the CEQA Guidelines. A significant impact will occur if implementation of the Project:

- causes a substantial adverse change in the significance of a historical resource;
- causes a substantial adverse change in the significance of an archaeological resource;
- directly or indirectly destroys a unique paleontological resource or site or unique feature;
- or
- disturbs any human remains, including those interred outside of formal cemeteries.

## Related Regulations

### *Federal Regulation*

#### National Historic Preservation Act (Public Law 89-665; 16 U.S.C. 470 et. seq.)

The National Register of Historic Places (NRHP) is the nation's official list of cultural resources identified for preservation. Authorized under the National Historic Preservation Act of 1966, the National Register is part of a national program to coordinate and support public and private efforts to identify, evaluate and protect historic and archeological resources. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archeology, engineering, and culture.

#### Façade Easement Donation

A charitable tax deduction for donating a façade easement to a nonprofit or publicly supported organization is available to owners of buildings listed in the National Register of Historic Places. In exchange for a charitable deduction on Federal income taxes, the property owner authorizes the non-profit organization to review exterior alteration to the building. The non-profit entity thereby assumes responsibility for protecting the historic and architectural integrity of the property. Façade easements are recorded on the property deed in perpetuity.

#### Historic Rehabilitation Tax Credit (Internal Revenue Code Section 47)

A tax credit equal to 20% of the cost of rehabilitation is available to use on properties listed in or determined eligible for the National Register of Historic Places or a property that contributes to a

certified, locally designated district. It can only be used on income-producing properties where rehabilitation is substantial. A tax act project requires certification by the National Park Service that the work complies with the Secretary of the Interior’s Standards for Rehabilitation.

### *State Regulations*

#### The California Register of Historic Resources (Public Resources Code Section 5020 et seq.)

State law also protects cultural resources by requiring evaluations of the significance of prehistoric and historic resources in CEQA documents. A cultural resource is an important historical resource if it meets any of the criteria found in section 15064.5(a) of the CEQA Guidelines. These criteria are nearly identical to those for the NRHP.

The California Register of Historical Resources (CRHR) includes historic resources of importance in accordance with the following designation criteria:

- association with events that have made a significant contribution to the broad pattern of local or regional history or the cultural heritage of California or the United States.
- association with the lives of people important to local, California or national history,
- embodying the distinctive characteristics of a type, period, or method of construction or represents the work of a master or possess high artistic values.
- yielding, or potentially yielding, information important to the prehistory or history of the local area, California, or nation.

All properties listed in the NRHP are automatically included in the CRHR.

The State of Historic Preservation Office (SHPO) maintains the California Register of Historic Resources (CRHR). Properties listed, or formally designated eligible for listing, on the NRHP are nominated to the CRHR and then selected to be listed on the CRHR, as are State Landmarks and Points of Interest.

#### California Health and Safety Code (Sections 7050.5, 7051, and 7054)

These sections collectively address the illegal interference with human burial remains, as well as the disposition of Native American burials in archaeological sites, and protects such remains from disturbance, vandalism, or inadvertent destruction; and establishes procedures to be implemented if Native American skeletal remains are discovered during construction of a project, treatment of the remains prior to, during and after evaluation, and reburial procedures.

#### Public Resources Code (Section 5097.98)

Public Resources Code Section 5097.98 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; and establishes the Native American Heritage Commission to resolve disputes regarding the disposition of such remains. It has been incorporated into Section 15064.5(e) of the State CEQA Guidelines.

#### State Historical Building Code (Title 24 Part 8)

The State Historical Building Code is a State-adopted building code that allows the City to approve reasonable alternatives to the standard building, plumbing, electrical and mechanical requirements for historic buildings. It allows some non-conforming conditions to remain without modification to meet current building standards, and it allows some pliancy in meeting specific requirements in building codes. The City uses the SHBC for qualifying historic resources, at the request of the property owner, to meet code requirements for both interior and exterior rehabilitation.

#### California Heritage Fund Grant Program (California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002)

The grant program is funded under the State Neighborhood Parks, Clean Water, Clean Air and Coastal Protection Bond Act of 2000. Grants may be used for acquisition, rehabilitation, restoration or interpretation projects and are available for any product, facility or project designed to preserve a historic resource that is listed or determined eligible for listing in the National of California registers. Entities that may receive funds are cities, counties, districts and local agencies formed for park purposes, nonprofit organizations and recognized California Indian Tribes.

#### Local and Tribal Intergovernmental Consultation

The Local and Tribal Intergovernmental Consultation process, commonly known as Senate Bill (SB) 18 was signed into law in September of 2004 and took effect on March 1, 2005. Senate Bill 18 established responsibilities for local governments to contact, provide notice to, refer plans to, and consult with California Native American Tribes. The purpose of this consultation process is to protect the identity of the cultural place and to develop appropriate and dignified treatment of the cultural place in any subsequent project. The consultation is required whenever a General Plan, Specific Plan, or Open Space Designation is proposed for adoption or to be amended. As part of the application process, California Native American Tribes must be given the opportunity to consult with the applicant of the proposed project and with the City for the purpose of preserving, mitigating impacts to, and identifying cultural places located on project land within the City of Riverside's jurisdiction.

#### *Local Regulations*

#### Title 20 of the Municipal Code

Title 20 of the Riverside Municipal Code is the primary body of local historic preservation laws. Title 20 established the authority for the preservation, composition and administrative

requirements of the Cultural Heritage Board; criteria for evaluating projects affecting cultural resources; and procedures for protecting and designating cultural resources.

In accordance with Title 20, a Certificate of Appropriateness is required to alter, demolish or relocate properties that are designated or determined eligible for designation as a City Cultural Resource. A Certificate of Appropriateness is also required for new construction within historic districts and neighborhood conservation areas.

Mills Act (California Government Code, Article 12, Sections 50280–50290 and California Revenue and Taxation Code, Article 1.9, Sections 439–439.4)

On December 21, 2004 the City Council adopted the Mills Act Program for Riverside. The Mills Act is State legislation, enacted in 1972, to provide property tax relief to owners of historic properties for the purpose of assisting in the expense of restoration and maintenance. To qualify, a historic property must be listed on a national, State, county, or City register. Although it is applicable to historic income producing properties, it is the single most important economic incentive program available in the California for owner occupied historic residential buildings, particularly single-family homes. A Mills Act program is developed in accordance with California Government Code, Article 12, Sections 50280-50290 and California Revenue and Taxation Code, Article 1.9, Sections 439 - 439.4.

Under the program, property owners receive a significant reduction in local property taxes in exchange for their promise to actively participate in restoring, rehabilitating, repairing and preserving their properties. Participants enter into a perpetual 10-year contract with the City. Contracts are automatically renewed each year and are transferred to new owners when the property is sold. Actual property tax savings are calculated by the County Assessor’s Office using a State-mandated reassessment formula based upon “capitalization of income” rather than simple “market value.”

Design Guidelines

Design guidelines are locally developed criteria, which assist property owners, developers, architects, and others in making decisions about the appropriate treatment of historic resources for repair, rehabilitation, restoration, landscape, or new construction projects. City staff and the Cultural Heritage Board use design guidelines when evaluating the potential effects of projects on historic resources.

The City’s Historic Design Guidelines incorporate the principles set forth in the Secretary of the Interior’s Standards for the Treatment of Historic Properties. Prepared by the National Park Service, these standards were developed to assist the long-term preservation of historic properties through the preservation of historic materials and features. Many State and local municipalities use the Secretary of the Interior standards for reviewing preservation projects. In Riverside they also serve as the basis for the “Principals and Standards of Site Development and Design Review” as outlined in Title 20.

The Mt. Rubidoux Historic District Design Guidelines (1993) were the first residential guidelines adopted by the City. In 2003, City-wide Residential Historic District Design Guidelines were adopted. That document is organized in two parts. Part I consists of general design guidelines that apply to residential properties within historic districts citywide. Part II addresses the City's nine designated districts individually with background information, design guidelines and issues specific to each of the districts.

### **Related General Plan Policies**

In addition, the General Plan (Historic Preservation Element) includes the following policies to reduce potential impacts to cultural resources:

#### ***Historic Preservation***

- Policy HP-1.1: The City shall promote the preservation of cultural resources to ensure that citizens of Riverside have the opportunity to understand and appreciate the City's unique heritage.
- Policy HP-1.2: The City shall assume its direct responsibility for historic preservation by protecting and maintaining its publicly owned cultural resources. Such resources may include, but are not limited to, buildings, monuments, landscapes, and right-of-way improvements, such as retaining walls, granite curbs, entry monuments, light standards, street trees, and the scoring, dimensions, and patterns of sidewalks, driveways, curbs and gutters.
- Policy HP-4.3 The City shall work with the appropriate tribe to identify and address, in a culturally appropriate manner, cultural resources and tribal sacred sites through the development review process.

#### ***Our Neighborhoods***

- Policy LU-30.4: Promote the placement of relocated historic structures on in-fill lots in neighborhoods within a designated historic district.

#### ***Hillsides***

- Policy LU-4.6: Ensure protection of prehistoric resources through consultations with the Native American tribe(s) identified by the Native American Heritage Commission pursuant to Government Code § 65352.3 and as required by the California Environmental Quality Act.

### ***Special Considerations for Historic Resources***

- Policy PS-11.1: Protect resources listed in the Historical Resources Inventory from premature or inadvertent demolition and encourage retrofitting of these resources to protect them from damage caused by a disaster episode.
- Policy PS-11.2: Take reasonable steps to prevent the loss of historic buildings without endangering public safety or contributing to additional property damage.

Numerous archaeological studies within the Planning Area have revealed the presence of Native American human remains. Although most have been associated with former residential village locations, isolated burials and cremations have also been found. If development projects are proposed in currently undeveloped areas, disturbance could have the potential to disturb or destroy buried Native American human remains or human remains in general, including those interred outside of formal cemeteries. Consistent with State laws protecting these remains (Health and Safety Code Section 7050.5 for all human remains and Public Resources Code Section 5097.98 for Native American human remains), sites containing human remains must be identified and treated in a sensitive manner.

The General Plan (Historic Preservation Element, Adopted in 2003) includes the following policy, the adherence to which will reduce potential impacts to Native American villages, human remains, religious sites and human remains:

#### ***Historic Preservation***

- Policy HP-1.3: The City shall protect sites of archaeological and paleontological significance and ensure compliance with all applicable State and Federal cultural resources protection and management laws in its planning and project review process.
- Policy HP-4.3 The City shall work with the appropriate tribe to identify and address, in a culturally appropriate manner, cultural resources and tribal sacred sites through the development review process.

#### ***Hillsides***

- Policy LU-4.6: Ensure protection of prehistoric resources through consultations with the Native American tribe(s) identified by the Native American Heritage Commission pursuant to Government Code § 65352.3 and as required by the California Environmental Quality Act.

### **Environmental Impacts Before Mitigation**

***Threshold:*** Causes a substantial change in the significance of a historical resource.

As described previously, the City of Riverside has a variety of historic resources, including Federal, State, and local resources. As of 2004, through an inventory of the City, the City had recorded 110 City Landmarks, more than 1,000 Structures of Merit, 10 Historic Districts, 20 National Register of Historic Places properties and 4 Neighborhood Conservation Areas. These structures meet the definition of historical resources under Section 15064.5(a) of the CEQA Guidelines. Section 15064.5(b) states that a project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment.

The City of Riverside has developed a historic preservation program, which is among the most active in the State of California. Riverside's commitment to historic preservation began in 1969 with the adoption of a preservation ordinance, Title 20 of the Municipal Code, and the creation of the Cultural Heritage Board. Since that time the program has grown to include an ongoing process to survey, record and designate historic resources, an award-winning historic resources inventory database, historic district design guidelines, educational programs, and a historic preservation plan. The State Office of Historic Preservation has designated Riverside as a Certified Local Government. This distinction ensures that the City's preservation program meets all State and Federal standards.

While the General Plan update does not propose any changes to any identified resources, future City development will occur in areas that may contain significant cultural resources. Also, redevelopment to enable a different or more intensive use of a site could impact cultural resources. Additionally, infrastructure or other public works improvements could result in damage to or demolition of other cultural resources. Although the City has programs and policies to protect and minimize adverse impacts to historical structures and features, the potential remains for significant impacts to these resources to occur as a result of development.

With the existing policy framework combined with the existing historic preservation program in the City promoting the Mills Act, historic design review, and surveys of historic resources, the potential impacts to cultural resources would be minimized.

As part of the goals and policies of the Historic Preservation Element of the General Plan, Riverside maintains an active and systematic program to survey cultural resources citywide. Surveys are completed for a variety of reasons. Surveys reveal what properties are architecturally and historically significant and what properties are eligible for designation. They also facilitate environmental review processes, promote heritage tourism initiatives, and serve as the basis for establishing historic districts and developing design guidelines.

Each year the City's Planning Division applies for grant funding to complete survey work. A survey includes a field inspection, photography and research on a property to establish historic and architectural significance. Properties and districts are then evaluated for eligibility for designation in accordance with local, State, and national criteria. State Historic Resources Inventory forms are completed for each surveyed property. Copies of the forms are sent to the State Office of Historic Preservation.

Exterior alterations, additions, repairs, and the like, require a Certificate of Appropriateness, which must be reviewed by the Cultural Heritage Board and Planning Division staff including alterations that do not require building permits. This ensures that proposed changes will be compatible with the existing architectural character, and meet the City’s Residential Historic District Design Guidelines and design review criteria of the Cultural Resources Code.

A Certificate of Appropriateness application is required for an action that may restore, rehabilitate, alter, develop, construct, demolish, remove or change the appearance of any cultural resource (unless the Building Official has determined that the historic resource creates an unsafe or dangerous condition that constitutes an imminent threat as defined in the California Building Code and the proposed action is necessary to mitigate the unsafe or dangerous condition), and the application is reviewed pursuant to adopted City procedures to determine if the proposed change would have a significant adverse environmental effect as defined by CEQA. As well no City permit shall be issued for any purpose regulated by Title 20 for a landmark, landmark structure, landmark site or a structure, improvement or site within an historic district or neighborhood conservation area unless and until the proposed work or development has been approved or granted conditional approval by the Cultural Heritage Board, for Certificates of Appropriateness, or the Cultural Resources Administrator, for Administrative Certificates of Appropriateness, or by the City Council on appeal, and then shall be issued only in conformity with such approval or conditional approval. If it is determined that potentially significant adverse changes to a cultural resource cannot be effectively mitigated to a level of insignificance, no approval of any work which may cause a substantial adverse change to a cultural resource may be granted unless: (1) it is determined by the City Council through the CEQA process that taking into account the value of all available incentives and costs of rehabilitation and adaptive reuse alternatives, the property retains no substantial remaining market value or reasonable use; or (2) it is determined pursuant to adopted City and State processes, that an immediate safety hazard exists and that demolition of the structure is the only feasible means to secure the public safety.

With the continued use of the above Federal, State, and local regulations, and with compliance of the General Plan policies, impacts to historic resources will be **less than significant**.

**Threshold:** *Causes a substantial adverse change in the significance of an archaeological resource.*

Based on what is known of the histories of local Native American groups and previously recorded archaeological sites, significant archeological resources are known to exist within the Planning Area. Construction projects within undeveloped portions of the Planning Area would promote a substantial increase in population, residential and non-residential structures, and associated infrastructure. Thus, implementation of the General Plan could cause disturbance on vacant lands that may cause the destruction of known significant archaeological resources, as defined in the CEQA Guidelines, Section 15064.5.

Effects on an archaeological resource deemed to be significant could be considered adverse if they involve physical demolition, destruction, or alteration of the resource or its immediate surroundings such that the significance of a resource would be materially impaired. For this

reason, significant prehistoric and historical archaeological resources must be considered in the City's project planning and development process as noted in Title 20.

Although not required because the Notice of Preparation for this Project was originally distributed on February 23, 2004, the City of Riverside initiated the Traditional Tribal Cultural Places Consultation on April 20, 2005. The Native American Heritage Commission provided a listing on May 5, 2005 of eight Native American tribes that should receive notice of consultations. The Bands of Mission Indians included the La Jolla Band, the Pala Band, the Pechanga Band, the Rincon Band and the San Luis Rey Band, the Soboba Band, and the Twenty-Nine Palms Band in addition to the Pauma and Yuima tribe. Initial consultation request letters were sent to the eight tribes on May 13, 2005. In response to those consultation requests, the Soboba Tribe concluded that they would not need a consultation, but requested to receive cultural resource documentation and monitoring of grading activities during construction/excavation phases of the project. No additional action was requested by the other contacted tribes.

On August 1, 2005, the Native American Heritage Commission sent a corrected listing that provided contacts for the Augustine Band, the Cabazon Band, the Morongo Band, the Ramona Band, the San Fernando Band, the San Manuel Band, and the Santa Rosa Band of Mission Indians, and the Cahuilla Band and the Serrano Band of Indians. The City sent out a follow-up letter to the original eight tribes on August 4, 2005. The City transmitted letters to the nine additional tribes on August 9, 2005. The consultation was scheduled to end on November 8, 2005. In response to that consultation, the Augustine and Cabazon Bands indicated no specific cultural resources would be affected by the Project. Further, Policy LU-4.6 was added in response to consultation with the Morongo Band, and additional information regarding the tribes was added to the EIR at the request of the San Manuel Band. No additional action was requested by the other contacted tribes.

On November 16, 2005, the City sent out letters to the Tribes stating the comment period had ended and summarized the results of the comment period. Finally, on December 30, 2005 pursuant to Government Code Section 65352(b), the City sent a letter to all sixteen tribes providing a 45-day notice of the public hearing before City Council for the consideration of the General Plan EIR.

Based on implementation of the General Plan policies, and with implementation of mitigation measures **MM Cultural 1 through 4**, impacts to archaeological resources will be **less than significant with mitigation**. While already reduced to less than significant level, MM Cultural 5 and 6 will further reduce the less than significant impacts.

***Threshold:*** *Directly or indirectly destroys a unique paleontological resource or site or unique feature.*

As described previously, paleontological resources may be present in fossil-bearing soils and rock formations below the ground surface. A number of locations in the Planning Area have a variety of known significant paleontological resources. Ground-disturbing activities in the fossil-bearing soils and rock formations have the potential to damage or destroy paleontological

resources that may be present below the ground surface. Therefore, any activities resulting from implementation of the proposed General Plan Update, including construction-related and earth-disturbing actions could damage or destroy fossils in rock units. As with archaeological resources, paleontological resources are generally considered to be historical resources, as defined in CEQA Guidelines Section 15064.5(a)(3)(D). Consequently, damage or destruction to these resources could cause a significant impact.

General Plan Policy HP-1.3 is in place to protect paleontological resources. For example the policy states that the City shall protect sites of archaeological and paleontological significance and ensure compliance with the Federal Native American Graves Protection and Repatriation Act in its planning and project review process. Compliance with the General Plan policy and existing regulations would reduce impacts to paleontological resources to a **less-than-significant** level by ensuring paleontological resources would be subject to scientific recovery and evaluation, which would ensure that important scientific information that could be provided be provided by these resources.

***Threshold:*** *Disturbs any human remains, including those interred outside of formal cemeteries.*

There are four existing cemeteries in the Planning Area, (1) the Olivewood Cemetery located at 3300 Central Avenue, (2) Riverside National Cemetery located at 22495 Van Buren Blvd., (3) Crestlawn Memorial Park located at 11500 Arlington Avenue, and (4) Evergreen Cemetery located at 4414 14<sup>th</sup> Street. These four sites are designated as cemeteries and are maintained; therefore, implementation of the proposed General Plan will not affect any human remains in these cemeteries.

Numerous archaeological studies within the City's Planning Area have revealed the presence of Native American human remains (it is not known where other human remains may be found throughout the Planning Area). Although most have been associated with former residential village locations, isolated burials and cremations have also been found in many locations. If the City proposes to construct projects in currently undeveloped areas of the City's Planning Area, disturbance on vacant lands could have the potential to disturb or destroy buried Native American human remains as well as other human remains, including those interred outside of formal cemeteries. Consistent with State laws protecting these remains, sites containing human remains must be identified and treated in a sensitive manner. In the event that Native American human remains are inadvertently discovered during the City's project-related construction activities, there would be unavoidable significant adverse impacts to Native American resources, but implementation of the Cultural Resources Mitigation Measures 1 through 6 would, however, reduce impacts to other types of archaeological resources to a level of **less than significant**.

## **Proposed Mitigation Measures**

An Environmental Impact Report is required to describe feasible mitigation measures, which could minimize significant adverse impacts (CEQA Guidelines, Section 15126.4). Mitigation measures were evaluated for their ability to eliminate or reduce the potential significant adverse impacts related to cultural resources to below the level of significance. The following mitigation

measures area offered by the *Cultural Resources Study For the City of Riverside General Plan Update Program EIR* written by Applied EarthWorks.

**MM Cultural 1:** The City shall actively pursue a survey program to identify and document prehistoric and historical archaeological sites and sites containing Native American human remains. Although a comprehensive survey program may not be economically feasible by the City, the City shall require that all areas slated for development or other ground disturbing activities be surveyed for archaeological resources by qualified individuals who meet the Secretary of the Interior’s Standards and Guidelines regarding archaeological activities and methods prior to the City’s approval of project plans. If potentially significant prehistoric archaeological resources are encountered during the archaeological survey, the City shall require that the project proponent consult with Native American Heritage Commission in Sacramento to acquire a list of the appropriate Native American Tribes that may have an interest in these resources; consultation with these Native American Tribes shall also be undertaken.

**MM Cultural 2:** Avoidance is the preferred treatment for known prehistoric and historical archaeological sites and sites containing Native American human remains. Where feasible, project plans shall be developed to avoid known archaeological resources and sites containing human remains. Where avoidance of construction impacts is possible, the site shall be landscaped in a manner, which will ensure that indirect impacts from increased public availability to these sites are avoided. Where avoidance is selected, archaeological resource sites and sites containing Native American human remains shall be placed within permanent conservation easements or dedicated open space areas.

**MM Cultural 3:** If, after consultation with the appropriate Tribe, the project archaeologist, and the project engineer/architect, and in accordance with the law, avoidance and/or preservation in place of known prehistoric and historical archaeological resources and sites containing Native American human remains are not feasible management options, the following mitigation measures shall be initiated:

- a. Prior to the issuance of a grading permit for a project, the City’s consultant shall develop a Phase II (i.e., test-level) Research Design detailing how the archaeological resources investigation will be executed and providing specific research questions that will be addressed through the Phase II Testing Program. In general terms, the Phase II Testing Program should be designed to define site boundaries further and to assess the structure, content, nature, and depth of subsurface cultural deposits and features. Emphasis should also be placed on assessing site integrity, cultural significance and the site’s potential to address regional archaeological research questions. These data should be used for two purposes: to discuss culturally sensitive recovery options with the appropriate Tribe(s) if the resource is of Native American origins, and to address the California Register of Historical Resources (CRHR) and National Register of Historic Places (NRHP) eligibility for the cultural resource and make recommendations as to the suitability of the resource for listing on either Register. The Research Design shall be submitted to the City’s Cultural Heritage Board and/or Cultural Heritage Board staff and the appropriate tribe for review and

- comment. Tribal comments must be received by the City Planning Division within 45 days. The City shall consider all comments, require revisions, if deemed necessary by the report writer and approve a final Research Design, which shall be implemented. For sites determined ineligible for listing on either the CRHR or NRHP, execution of the Phase II Testing Program would suffice as the necessary level of data recovery and mitigation of project impacts to this resource.
- b. A participant-observer from the appropriate Native American Band or Tribe shall be used during all archaeological excavations involving sites of Native American concern.
  - c. After approval of the Research Design by Cultural Heritage Board staff and prior to the issuance of a grading permit, the City's consultant shall complete the Phase II Testing Program as specified in the Research Design. The results of this Program shall be presented in a technical report that follows the County of Riverside's Outline for Archaeological Testing. The Phase II Report shall be submitted to the appropriate Tribe and the City's Cultural Heritage Board for review and comment.
  - d. If the cultural resource is identified as being potentially eligible for either the CRHR or NRHP, a Phase III Data Recovery Program to mitigate project effects should be initiated. The Data Recovery Treatment Plan detailing the objectives of the Phase III Program should be developed, in consultation with the appropriate Tribe, and contain specific testable hypotheses pertinent to the Research Design and relative to the sites under study. The Phase III Data Recovery Treatment Plan should be submitted to the City's Cultural Heritage Board and/or Cultural Heritage Board staff and the appropriate Tribe for review and comment. Tribal comments must be received by the City Planning Division within 45 days. The City shall consider all comments, require revisions if necessary by the report writer and approve a final Treatment Plan which shall be implemented.
  - e. After approval of the Treatment Plan, the Phase III Data Recovery Program for affected, eligible sites should be completed. Typically, a Phase III Data Recovery Program involves the excavation of a statistically representative sample of the site to preserve those resource values that qualify the site as being eligible for listing on the CRHR or NRHP. Again, a participant-observer from the appropriate Native American Band or Tribe shall be used during archaeological data-recovery excavations involving sites of Native American concern. At the conclusion of the Phase III Program, a Phase III Data Recovery Report should be prepared, following the County of Riverside's Outline for Archaeological Mitigation or Data Recovery. The Phase III Data Recovery Report should be submitted to the appropriate Tribe and the City's Cultural Heritage Board for review.
  - f. All archaeological materials recovered during implementation of the Phase II Testing or Phase III Data Recovery programs would be subject to analysis and/or processing as outlined in the Treatment Plan. If materials are of the type, which will be transferred to a curation facility, they should be cleaned, described in detail, and analyzed including laboratory and analytical analysis. Materials to be curated may include archaeological specimens and samples, field notes, feature and burial records, maps, plans, profile drawings, photo logs, photographic negatives, consultants'

reports of special studies, and copies of the final technical reports. All project related collections subject to curation should be suitably packaged and transferred to facility that meets the standards of 36 CFR 79 for long-term storage. Culturally sensitive treatment of certain artifacts may require treatment other than curation and as specified in the Treatment Plan, but it should be noted that provisions of the Native American Graves Protection Repatriation Act (NAGPRA) pertaining to Native American burials, sacred objects, and objects of cultural patrimony would come into effect when ownership of the collections transfer to a curation repository that receives Federal funding, unless otherwise agreed to with non-curation methods of treatment.

- g. The project proponent should bear the expense of identification, evaluation, and treatment of all cultural resources directly or indirectly affected by project-related construction activity. Such expenses may include, archaeological and Native American monitoring, pre-field planning, field work, post-field analysis, research, interim and summary report preparation, and final report production (including draft and final versions), and costs associated with the curation of project documentation and the associated artifact collections. On behalf of the City and the project proponent, the final technical reports detailing the results of the Phase II Testing or Phase III Data Recovery programs should be submitted to the appropriate Native American Tribe and to the Eastern Information Center (EIC) of the California Historical Resources Information System (CHRIS) for their information and where it would be available to other researchers.

**MM Cultural 4:** The following mitigation measures should be implemented to reduce project-related adverse impacts to archaeological resources and sites containing Native American human remains that may be inadvertently discovered during construction of projects proposed in the City’s General Plan Update:

- a. In areas of archaeological sensitivity, including those that may contain buried Native American human remains, a registered professional archaeologist and a representative of the culturally affiliated Native American Tribe, with knowledge in cultural resources, should monitor all project-related ground disturbing activities that extend into natural sediments in areas determined to have high archaeological sensitivity.
- b. If buried archaeological resources are uncovered during construction, all work must be halted in the vicinity of the discovery until a registered professional archaeologist can visit the site of discovery and assess the significance and origin of the archaeological resource. If the resource is determined to be of Native American origin, the Tribe shall be consulted. If the archaeological resource is determined to be a potentially significant cultural resource, the City, in consultation with the project archaeologist and the Tribe, shall determine the course of action, which may include data recovery, retention in situ, or other appropriate treatment and mitigation depending on the resources discovered.
- c. In the event of an accidental discovery of any human remains in a location other than a dedicated cemetery, the steps and procedures specified in Health and Safety Code 7050.5, *State CEQA Guidelines* 15064.5(e), and Public Resources Code 5097.98 must be implemented. Specifically, in accordance with Public Resources Code (PRC)

Section 5097.98, the Riverside County Coroner must be notified within 24 hours of the discovery of potentially human remains. The Coroner will then determine within two working days of being notified if the remains are subject to his or her authority. If the Coroner recognizes the remains to be Native American, he or she shall contact the Native American Heritage Commission (NAHC) by phone within 24 hours, in accordance with PRC Section 5097.98. The NAHC will then designate a Most Likely Descendant (MLD) with respect to the human remains within 48 hours of notification. The MLD then has the opportunity to recommend to the property owner or the person responsible for the excavation work means for treating or disposing, with appropriate dignity, the human remains and associated grave goods within 24 hours of notification. Whenever the NAHC is unable to identify a MLD, or the MLD fails to make a recommendation, or the landowner or his or her authorized representative rejects the recommendation of the MLD and the mediation provided for in subdivision (k) of PRC Section 5097.94 fails to provide measures acceptable to the landowner, the landowner or his or her authorized representative shall re-enter the human remains and items associated with Native American burials with appropriate dignity on the property in a location not subject to further subsurface disturbance.

MM Cultural 5: To address potential impacts to historic resources that may be adversely affected by future development allowed by the proposed project, mitigation including, but not limited to, the following shall be considered:

For adverse impacts to individual historic resources, such as: those on the National Register, California Register or City Landmark, Structure of Merit eligible, mitigation considered shall include in the order of preference:

- a. Avoidance
- b. Changes to the structure provided pursuant to the Secretary of Interior's Standards.
- c. Relocation of the Structure
- d. Recordation of the structure to HABS/HAER standard if demolition is allowed

For adverse impacts to a City designated Historic District, mitigation considered shall include, but not limited to, in order of preference:

- a. Avoidance
- b. Recordation of the properties to HABS/HAER standard if demolition is allowed
- c. Demolition is to be considered only if mitigation as described above is not feasible.

MM Cultural 6: Any application for projects within the Magnolia Avenue Specific Plan (MASP) boundaries for all undeveloped properties and for developed properties where the project application indicates the need for extensive excavation to a depth reaching native (i.e., previously undisturbed) soils, as determined by a geological survey, a requirement of the application will be the following:

- a. Evaluation of the site by a qualified archaeologist retained by the Project applicant(s), which would include at a minimum a records search, a Phase I walkover survey, and

preparation of an archeological report containing the results of this evaluation. No further action is necessary unless the Phase I survey determines that a Phase II/III survey(s) are necessary. If a Phase II/III are necessary the following conditions of approval shall apply:

- i. Prior to issuance of grading permit(s) for the Project, a Project applicant shall retain an archaeological monitor to monitor all ground-disturbing activities to identify any unknown archaeological resources. Any newly discovered cultural resource deposits shall be subject to a cultural resources evaluation.
- b. At least 30 days prior to seeking a grading permit, a Project applicant shall contact the Pechanga Tribe and all other affiliated Native American Tribes to notify the Tribes of grading, excavation and the monitoring program, and to coordinate with the City and the Tribe(s) to develop a Cultural Resources Treatment and Monitoring Agreement. The Agreement shall address the treatment of known cultural resources, the designation, responsibilities and participation of Native American Tribal monitors during grading, excavation and ground disturbing activities: project grading and development scheduling; terms of compensation, and treatment of final disposition of any cultural resources, sacred sites and human remains discovered on the site.
- c. Prior to issuance of any grading permit, the project archaeologist shall file a pre-grading report with the City to document the proposed methodology for grading activity observation. Said methodology shall include the requirement for a qualified archaeological monitor to be present and to have the authority to stop and redirect grading activities. In accordance with the agreement required in (c) above, the archaeological monitor's authority to stop and redirect grading will be exercised in consultation with the Tribe(s) in order to evaluate the significance of any archaeological resources discovered on the property. Tribal monitors shall be allowed to monitor all grading, excavation and groundbreaking activities and shall also have the authority to stop and redirect grading activities in consultation with the project archaeologist.
- d. If human remains are encountered, California Health and Safety Code Section 7050.5 states that no further disturbance shall occur until the Riverside County Coroner has made the necessary findings as to the origin. Further, pursuant to California Public Resources Code Section 5097.98(b) remains shall be left in place and free from disturbance until a final decision as to the treatment and disposition has been made. If the Riverside County Coroner determines the remains to be Native American, the Native American Heritage Commission shall be contacted within a reasonable timeframe. Subsequently, the Native American Heritage Commission shall identify the "most likely descendant" (MLD). The MLD shall then make recommendations and engage in consultations concerning the treatment of the remains as provided in Public Resources Code 5097.98.
- e. The landowner shall relinquish ownership of all cultural resources, including sacred items, burial goods and all archaeological artifacts that are found on the project to the

MLD for proper treatment and disposition.

- f. All sacred sites shall be avoided and preserved as the preferred mitigation.
- g. If inadvertent discoveries of subsurface archaeological/cultural resources are discovered during grading, the Project applicant(s)/developer, the project archaeologist and the Tribe(s) shall assess the significance of such resources and shall meet and confer regarding the mitigation for such resources. If the project applicant and the Tribe(s) cannot agree on the significance or the mitigation for such resources, these items will be presented to the City for decision. The City shall make the determination based on the provisions of the California Environmental Quality Act (CEQA) with respect to archaeological resources and shall take into account the religious beliefs, customs and practices of the Tribe(s).

### **Summary of Environmental Effects After Mitigation Measures Are Implemented**

With adherence to and implementation of the above-listed General Plan policies, above listed mitigation measures, as well as adherence to standard Federal, State and City regulations, the impact to cultural resources is considered less than significant. The significance of impacts to cultural resources resulting from specific future development projects will be evaluated on a project-by-project basis and General Plan policies as well as City standards and practices will be applied, individually or jointly, as necessary and appropriate. If project-level impacts are identified, specific mitigation measures may be required per CEQA.

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