

5. Environmental Analysis

5.4 CULTURAL RESOURCES

Cultural resources comprise archaeological and historical resources. Archaeology includes human artifacts, such as places, objects, and settlements that reflect group or individual religious, cultural, or everyday activities. Historical resources include sites, structures, objects, or places that are at least 50 years old and are significant for their engineering, architecture, cultural use or association, etc. In California, historic resources cover human activities over the past 12,000 years. Cultural resources provide information on scientific progress, environmental adaptations, group ideology, or other human advancements. This section of the updated Program Environmental Impact Report (PEIR) evaluates the potential for implementation of the General Plan Update for the City of Santa Ana to impact cultural resources in Santa Ana and its sphere of influence (plan area). The analysis in this section is based in part on the following information:

- *Historical Resources Technical Report*, Chattel, May 4, 2020.
- *Archaeological Resources Technical Report for the City of Santa Ana General Plan Update, Orange County, California*, SWCA Environmental Consultants, May 2020.

Complete copies of these studies are in Volume III, Appendix E-a and Appendix E-b, respectively.

5.4.1 Environmental Setting

Federal, state, and local laws, regulations, plans, or guidelines that are applicable to the General Plan Update are summarized below.

5.4.1.1 REGULATORY BACKGROUND

Federal

National Environmental Policy Act

The National Environmental Policy Act of 1969 requires that federal agencies include in their decision-making processes appropriate and careful consideration of all environmental effects and actions. Regarding cultural resources, the act states, “It is the continuing responsibility of the Federal Government to use all practicable means . . . to preserve important historic, cultural, and natural aspects of our national heritage” (42 US Code § 4331). The degree to which the action may adversely affect districts, sites, highways, structures, or objects listed in or eligible for listing in the National Register of Historic Places, or may cause loss or destruction of significant scientific, cultural, or historical resources must be considered (40 CFR [Code of Federal Regulations] § 1508.27(b)8).

National Historic Preservation Act

The National Historic Preservation Act of 1966 coordinates public and private efforts to identify, evaluate, and protect the nation’s historic and archaeological resources. The act authorized the National Register of Historic Places, which lists districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture.

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Section 106 (Protection of Historic Properties) requires federal agencies to take into account the effects of their undertakings on historic properties. Section 106 Review ensures that historic properties are considered during federal project planning and implementation. The Advisory Council on Historic Preservation, an independent federal agency, administers the review process with assistance from state historic preservation offices.

National Register of Historic Places

The National Register of Historic Places is the nation's official list of historic and cultural resources worthy of preservation. Properties listed in the National Register include districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. The National Register is administered by the National Park Service, which is part of the United States Department of the Interior. Resources are eligible for National Register listing if they:

1. Are associated with events that have made a significant contribution to the broad patterns of our history; or
2. Are associated with the lives of significant persons in our past; or
3. Embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
4. Have yielded or may be likely to yield, information important in history or prehistory (National Park Service 2002).

Ordinarily cemeteries, birthplaces, or graves of historic figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, and properties that are primarily commemorative in nature are not considered eligible for the National Register unless they satisfy certain conditions. In general, a resource must be 50 years old to be considered for the National Register unless it satisfies a standard of exceptional importance.

In addition to satisfying at least one of the criteria of significance, a resource must also possess integrity. Integrity refers to the ability of a property to convey its significance, and the degree to which the property retains the identity, including physical and visual attributes, for which it is significant. The National Register recognizes seven aspects or qualities of integrity: location, design, setting, materials, workmanship, feeling, and association. To retain its historic integrity, a property must possess several, and usually most, of these aspects. While integrity is important in evaluating and determining significance, a property's physical condition, whether it is in a deteriorated or pristine state, has relatively little influence on its significance. A property that is in good condition may lack the requisite level of integrity to convey its significance due to alterations or other factors. Likewise, a property in extremely poor condition may still retain substantial integrity from its period of significance and clearly convey its significance.

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National Historic Landmarks Program

The National Historic Landmarks Program was established to preserve, protect, and maintain nationally significant historic places designated by the Secretary of the Interior because they are important to the entire nation. These buildings, sites, districts, structures, and objects possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture. The National Historic Landmarks criteria (36 CFR 65.4[a and b]) set a stringent test for national significance, including high historical integrity.

Secretary of the Interior's Standards for the Treatment of Historic Properties

The Secretary of the Interior's Standards for the Treatment of Historic Properties (36 CFR Part 68, 1995) consists of standards for preservation, rehabilitation, restoration and reconstruction of historic properties. The Standards and their associated guidelines are intended to be applied to a wide variety of resource types, including buildings, sites, structures, objects, and districts and have been adopted at the federal, state, and local levels. The Standards are regulatory for grants-in-aid projects assisted through the Historic Preservation Fund authorized by the National Historic Preservation Act.

Archaeological Resources Protection Act

The Archaeological Resources Protection Act of 1979 regulates the protection of archaeological resources and sites on federal and Indian lands.

Antiquities Act of 1906

The Antiquities Act of 1906 (16 US Code §§ 431–433) prohibits any excavation on public land without permission of the appropriate department secretary and authorizes the president to declare areas of federal lands as national monuments. Preservation of American Antiquities (43 CFR Part 3) implements the Antiquities Act.

State

Archaeological and historical sites are protected under a wide variety of state policies and regulations.

California Environmental Quality Act

According to the California Environmental Quality Act (CEQA),

an historical resource is a resource listed in, or determined eligible for listing in, the California Register of Historical Resources. Historical resources included in a local register of historical resources ... or deemed significant pursuant to criteria set forth in subdivision (g) of Section 5024.1 [i.e., the California Register of Historical Resources criteria, see below], are presumed to be historically or culturally significant for purposes of this section, unless the preponderance of the evidence demonstrates that the resource is not historically or culturally significant. (Public Resources Code [PRC] §21084.1)

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If a proposed project were expected to cause substantial adverse change in an historical resource, environmental clearance for the project would require mitigation measures to reduce impacts. (CEQA Guidelines § 15064.5 [b][1]). According to the CEQA Guidelines (§ 15064.5 [b][3]),

Generally, a project that follows the Secretary of the Interior Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995), Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

The Secretary of the Interior Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings (Secretary's Standards) is published by the National Park Service and was updated and reissued in July 2017 (Grimmer 2017).

California Register of Historical Resources

The California Register of Historical Resources (California Register) was established to serve as an authoritative guide to the state's significant historical and archaeological resources (PRC § 5024.1). PRC Section 5024.1 provides criteria for listing in the California Register. PRC Sections 5020 to 5029.5 continued the former Historical Landmarks Advisory Committee as the State Historical Resources Commission. The commission oversees the administration of the California Register of Historical Resources and is responsible for designating State Historical Landmarks and Historical Points of Interest. California Historical Landmarks are buildings, structures, sites, or places that have been determined to have statewide historical significance. California Points of Historical Interest are sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value.

California Historical Landmarks

California Historical Landmarks are buildings, structures, sites, or places that have been determined to have statewide historical significance by meeting at least one of the criteria listed below:

- The first, last, only, or most significant of its type in the state or within a large geographic region (Northern, Central, or Southern California).
- Associated with an individual or group having a profound influence on the history of California.
- A prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in a region of a pioneer architect, designer or master builder.

The resource also must have written consent of the property owner; be recommended by the State Historical Resources Commission; and be officially designated by the Director of California State Parks. California Historical Landmarks #770 and above are automatically listed in the California Register of Historical Resources.

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California Points of Historical Interest

California Points of Historical Interest are sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value. Points of Historical Interest designated after December 1997 and recommended by the State Historical Resources Commission are also listed in the California Register. To be eligible for designation as a Point of Historical Interest, a resource must meet at least one of the following criteria:

- The first, last, only, or most significant of its type within the local geographic region (City or County).
- Associated with an individual or group having a profound influence on the history of the local area.
- A prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in the local region of a pioneer architect, designer or master builder.

Designation requires owner consent and approval of the State Historical Resources Commission.

California Office of Historic Preservation and California Heritage Fund

PRC Sections 5079 to 5079.65 define the functions and duties of the Office of Historic Preservation, which administers federal- and state-mandated historic preservation programs in California, as well as the California Heritage Fund.

PRC Sections 5097.9 to 5097.991 provide protection to Native American historical and cultural resources and sacred sites; identify the powers and duties of the Native American Heritage Commission (NAHC); require that descendants be notified when Native American human remains are discovered; and provide for treatment and disposition of human remains and associated grave goods.

California Historical Building Code

The California Historical Building Code, defined in Sections 18950 to 18961 of Division 13, Part 2.7 of California's Health and Safety Code, exists to preserve the state's architectural heritage by recognizing unique construction issues inherent in maintaining and rehabilitating historical resources. The code provides alternative building regulations for permitting repairs, alterations, and additions necessary for preservation, rehabilitation, relocation, related construction, change of use, or continued use of a "qualified historical building or structure," defined in Section 18955 of the California Historical Building Code.

California Health and Safety Code, Section 7050.5

In accordance with California Health and Safety Code, Section 7050.5, if human remains are found, the county coroner shall be notified within 24 hours of the discovery. No further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains shall occur until the county coroner has determined, within two working days of notification of the discovery, the appropriate treatment and disposition

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of the human remains. If the county coroner determines that the remains are or believed to be Native American, s/he shall notify NAHC in Sacramento within 48 hours. In accordance with California Public Resources Code, Section 5097.98, the NAHC must immediately notify those persons it believes to be the most likely descended from the deceased Native American. The descendants shall complete their inspection within 48 hours of being granted access to the site. The designated Native American representative would then determine, in consultation with the property owner, the disposition of the human remains.

Regional

The Southern California Association of Governments' Growth Management Chapter has instituted policies regarding the protection of cultural resources. Policy No. 3.21 "encourages the implementation of measures aimed at the preservation and protection of recorded and unrecorded cultural resources and archaeological sites" (SCAG 2001).

Local

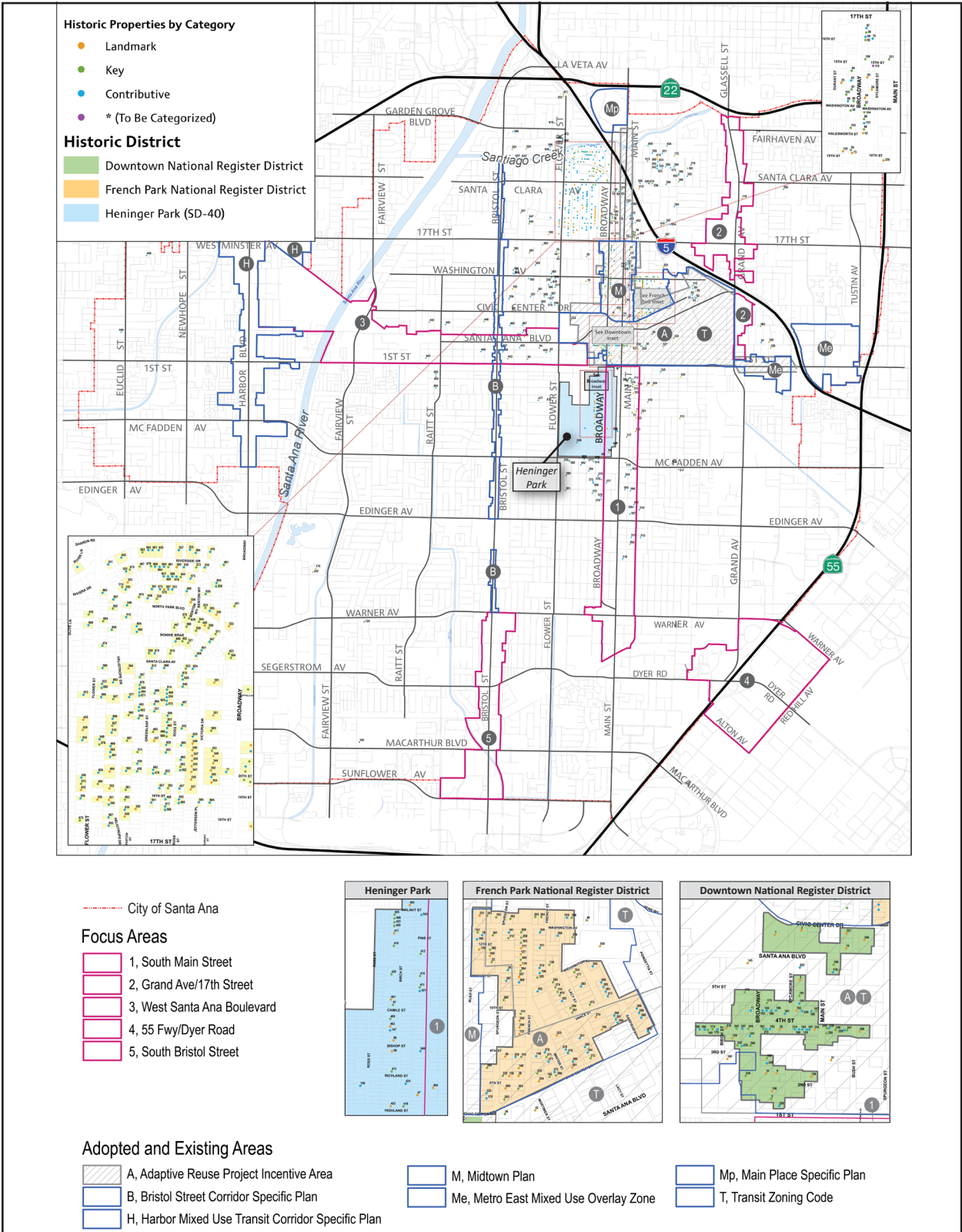
Santa Ana Historic Resources Commission

The Santa Ana Historic Resources Commission was established to recognize and preserve historic structures important to the heritage of the City. The program promotes the identification, evaluation, rehabilitation, adaptive use, and restoration of historic structures. In 1998, the City adopted Chapter 30 of the Santa Ana Municipal Code to establish the Santa Ana Register of Historical Properties and created a Historic Resources Commission to oversee Santa Ana's Historic Preservation Program. The City of Santa Ana has two National Register Districts, Downtown Santa Ana and French Park, and a locally recognized historic district, Heninger Park established through Specific Development 40 (SD-40). French Park Neighborhood also maintains zoning protections for its historical resources through SD-19 (refer to Figure 5.4-1). Any improvements or alterations to a property on the Santa Ana Register of Historical Properties, as well as contributing properties in a historic district, must meet the Secretary of Interior Standards for Rehabilitation and require a Certificate of Appropriateness. Major alterations, relocations, or demolitions are considered for approval by the Historic Resources Commission.

Santa Ana Municipal Code Chapter 30: Historic Preservation Ordinance

Chapter 30 of the Santa Ana Municipal Code, adopted by City Council in 1998 and amended at various points since that time, established Santa Ana's Historic Preservation program, created the Historic Resources Commission (HRC) to oversee the program, and instituted the Santa Ana Register of Historical Properties (Santa Ana Register) to list local historically significant properties. This section also provides criteria for designation of buildings, structures, objects, or sites of historical or archeological importance. The City administers a review process for exterior modifications, major alterations, relocations, and/or demolitions of historic properties based on conformance with the Secretary's Standards.

Figure 5.4-1 - Proposed General Plan Focus Areas and Other Special Planning Areas
Overlay on Santa Ana Register Map



Source: Chattel, 2020; City of Santa Ana, 2020



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As defined by Chapter 30 of the Santa Ana Municipal Code, a local historic district refers to a collection or group of historic properties within a defined area. (§§ 30-25 through 30-30). According to Chapter 30, a local historic district shall be designated only if it meets one or more of the following standards:

- (1) The area constitutes a distinct section of the city and has special character, historical, architectural, or aesthetic interest and value.
- (2) The area provides significant examples of architectural values of the past or landmarks in the history of architecture.
- (3) The area serves as a reminder of past eras, events, or persons important in the history of the city, the county, the state or the United States of America or illustrates past living styles for future generations to observe, study, or inhabit.
- (4) The area is the site of a historically or culturally significant ground, garden, or object.

Under Chapter 30, local historic districts are designated by resolution from the City Council after receiving the recommendation from the HRC. At the time of the creation of the local historic district, the City Council may adopt design guidelines for the historic district. To date (2019), the City has not designated any local historic districts using this provision.

However, the City of Santa Ana has two listed National Register historic districts—Downtown Santa Ana (listed in 1984) and French Park (listed in 1999). In addition to National Register listing status, the French Park Neighborhood also maintains zoning protection for its historical resources through Specific Development 19 (SD-19). While not National Register-listed, a third district, the Heninger Park neighborhood, also has zoning protection for its historic buildings through Specific Development 40 (SD-40). A specific Neighborhood Review process must be followed for all exterior improvements and new construction within the boundaries of the Historic French Park (SD-19) and Heninger Park (SD-40) districts.

Santa Ana Historic Property Preservation Agreements (Mills Act)

Property owners whose properties are listed on the Santa Ana Register are eligible to enter into a historic property preservation agreement (Mills Act agreement) with the City, as recommended by the Santa Ana Historic Resources Commission and approved by City Council. Pursuant to California Government Code Sections 50281 et seq., a Mills Act agreement provides a property tax relief incentive for owners of qualified historic properties to maintain and preserve the historic and architectural character of their property. As of 2019, Santa Ana has awarded 293 recorded and 2 pending Mills Act agreements.

French Park Historic District Specific Development No. 19 (SD-19) Development Standards and Architectural Design Guidelines

In 1984, the City Council created the French Park Historic District Specific Development No. 19 (SD-19) through adoption of a zoning ordinance that delineated the SD-19 boundary, implemented the City's first historic overlay zone, and set standards for all exterior rehabilitation and new infill development projects of properties within the French Park Historic District (see Figure 5.4-1). The ordinance stipulates that all exterior

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rehabilitation and conversion projects be subject to design review by the Planning Department, and all new infill development projects be subject to site plan review by the Planning Commission. All rehabilitation projects must conform to the Secretary of the Interior's Standards for Rehabilitation, and all exterior projects must conform to any development standards and guidelines adopted by the City Council.

In 1995, the Historic French Park Association created the French Park Historic District Architectural Design Guidelines, which clarify the requirements of the Secretary's Standards and assist residents and property owners with the design of new infill development and exterior improvements, including but not limited to rehabilitation and/or additions (Marsh 1995). A "neighborhood review" process requires all exterior improvements and new construction in the French Park Historic District to be reviewed by City Planning staff—for zoning and development standards—and by the Neighborhood Architectural Review Committee. Based on the scope of the improvement project, approval by the HRC and/or the City of Santa Ana Planning Commission may also be required (Santa Ana 2014).

Heninger Park Specific Development No. 40 (SD-40) Development Standards and Architectural Design Guidelines

In 1996, the City Council created the Heninger Park Specific Development No. 40 (SD-40) through adoption of a zoning ordinance, amended in 2006, which delineated the SD-40 boundary, implemented the City's second historic overlay zone, identified SD-40 "project areas," and detailed development standards specifying strict zoning provisions over the SD-40 area. See Figure 5.4-1. These general and specific development standards prescribe permitted uses, allowable minimum gross floor areas, allowable minimum lot sizes, allowable building heights, required yards, general provisions, demolition permits, etc.

Completed in 2006, the Heninger Park Specific Development (SD-40) Architectural Design Guidelines established architectural standards and processes that City staff follows when developing recommendations for the Heninger Park district (Santa Ana Planning Division 2006). These guidelines give official direction for the future development, rehabilitation, and preservation of the Heninger Park district and promote the preservation and enhancement of its historical character and culturally significant structures. They are not intended to be strict development standards and can be interpreted by the City with some flexibility when applied to specific projects.

The guidelines apply to all new infill development projects and all properties within Heninger Park that have been determined to be eligible for or are listed in the City of Santa Ana Register of Historical Properties. All exterior improvements and new infill development projects in Heninger Park must be reviewed by City Planning staff, for zoning and development standards, and the Neighborhood Architectural Review Committee. Based on the scope of the improvement project, approval by the HRC and/or the City of Santa Ana Planning Commission may also be required (Santa Ana Planning Division 2014). Properties within the Heninger Park district that are not listed in Appendix A of the guidelines are subject to the Citywide Design Guidelines.

Citywide Design Guidelines

The Citywide Design Guidelines provide design guidance on repairs and alterations to historical resources, as well as new infill construction in local historic districts. Two chapters of the Citywide Design Guidelines apply

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to historical resources—Chapter 8, “Downtown Development Guidelines,” and Chapter 13, “Historic Structures Guidelines”—and both are based on the Secretary’s Standards (Santa Ana 2006). The “Downtown Development Guidelines” apply to the National Register–listed Downtown Santa Ana Historic District and provide design guidelines for historically significant buildings as well as for additions and new infill development projects. Section 8.4 provides both general guidelines and recommendations for the treatment of various components of a historic building and focuses on rehabilitation, adaptive reuse, and preservation. Section 8.4 also includes a section on seismic retrofit of historic structures and architectural guidelines and focuses on building form and mass, rhythm and proportion, wall and roof articulation, and materials and colors. Chapter 13 applies to all properties listed in the Santa Ana Register and emphasizes preservation, rehabilitation, and adaptive reuse. It covers exterior repairs and alterations, with recommendations for the treatment of historic building materials and components, additions and new accessory buildings, landscaping, and residential lighting. Preservation incentives are also included.

Adaptive Reuse Ordinance

The City has adopted an adaptive reuse ordinance to encourage reuse of historic buildings while maintaining a reasonable level of safety and habitability in conformance with the provisions of the California Health and Safety Code Section 17958.11. The adaptive reuse ordinance provides eligibility criteria for adaptive reuse projects as well as minimum development standards, including residential unit size, commercial/retail space street frontage, common area space, and open space. The adaptive reuse ordinance may be applied to buildings or structures constructed prior to July 1, 1974 or buildings that have been determined Historically significant in a “project incentive area.” These areas include the Midtown Specific Plan zoning district (SP-3), the transit zoning code district (SD-84), the North Main Street Corridor on both sides of Main Street from Seventeenth Street to the northern end of MainPlace Drive, and the East First Street Corridor on both sides of First Street from Grand Avenue to Elk Lane. Adaptive reuse projects that comply with the development standards are eligible for certain project incentives that include modification of underlying zoning requirements.

Midtown Specific Plan

In 1996, the City Council adopted the Midtown Specific Plan (SP-3) through adoption of a zoning ordinance that changed the existing zoning of the midtown planning area to SP-3 and included design guidelines and development standards for all properties in the midtown planning area. The specific plan encourages the adaptive reuse of historically or architecturally significant buildings and districts throughout the midtown planning area. The midtown planning area identifies five districts: the civic/professional district, financial district, community and specialty retail district, Broadway corridor district, and Bush Street professional district.

Chapter 4, “Civic/Professional District,” identifies historic buildings clustered along Civic Center Drive as site attributes and the Christian Science Church as a development opportunity. Chapter 6, “Community and Specialty Retail District,” encourages relocation of historic structures on Main Street, identifying Specialty Row as a development opportunity. Chapter 7, “Broadway Corridor District,” and Chapter 8, “Bush Street Professional District,” encourage the preservation of scale and character attributed by the historic and architecturally significant structures within those districts.

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Community Arts and Cultural Master Plan

The Community Arts and Culture Master Plan was published in 2016 and produced goals and recommended strategies informed by eight themes to guide the future of arts and culture in the city. Goal 7 is to “preserve Santa Ana’s unique heritage while creating arts and cultural opportunities through new placemaking initiatives.” Under the “placemaking and placekeeping” theme, Recommendation 7.2 is to develop a comprehensive plan for the cultural preservation of the legacy and history of the city, inclusive of historic mural preservation and distinctive architecture and identified several initiatives:

Initiative 7.2.1. Identify opportunities within the City for Santa Ana Cultural Trails and work with the Historic Commission to install high-quality, artistic plaques and historical markers throughout the city to note local history.

Initiative 7.2.2. Create policies and regulations protecting historic landmarks against developers and provide incentives and tax abatements for historic preservation and restoration. Review the Mills Act processes to ensure more equitable outcomes balancing historic preservation with planned development.

Initiative 7.2.3. Conduct a citywide historic survey, updating the results of the 1980s Heritage OC survey.

Initiative 7.2.4. Identify key buildings in need of seismic retrofitting. Work to pass bond measures that finance building owners to rehabilitate seismically unstable buildings.

Initiative 7.2.5. Identify key Mid-Century architecture and other missing buildings to be added to the City Historical Register that are currently outside of its scope. (Santa Ana 2016)

The Community Arts and Cultural Master Plan assigns the Planning and Building Agency and the Historic Resources Commission the responsibility to lead the implementation of Recommendation 7.2 and associated initiatives.

5.4.1.2 EXISTING CONDITIONS

Prehistoric and Historic Setting

Prehistoric Setting

In what is now Orange County are sites dating from 9,000 to 10,000 years ago (Early Man Period) that show evidence of human presence. Site from the Milling Stone period—6,000 to 1,000 BC—are common in the southern California coastal region between Santa Barbara and San Diego and at many inland locations. During this period, stone chopping, scraping, and cutting tools and projectile points made from locally available raw material were abundant. During the Intermediate period—1,000 BC to 650 AD in Orange County—the orientation shifted toward hunting and maritime subsistence and increased acorn processing. The late prehistoric period in Orange County—650 AD till the European contact in 1769—included introduction of cremation, pottery, and small triangular arrow points.

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Historic Setting

Between 1769 and 1821 the Spanish colonized California and established missions, presidios, and pueblos throughout the area (Mission Period). Originally inhabited by indigenous Tongva tribes, the land that is now within the boundaries of Santa Ana fell within the jurisdiction of Mission San Juan Capistrano. In 1810, Spanish Governor for Alto California granted Antonio Yorba and his nephew, Juan Pablo Peralta, permission for ranch settlement and cattle grazing of Rancho Santiago de Santa Ana, encompassing present-day Santa Ana. Landowners largely focused on the cattle industry and devoted large tracts to grazing. In 1821, Mexico gained independence from Spain, ending the Mission Period and transferring rule of Spain's North American territories to Mexico. In 1948, with the Treaty of Guadalupe Hidalgo, California transitioned from Mexico to the United States and was granted statehood in 1850.

In 1869, William H. Spurgeon purchased land from the Grijalva family and presented a formal town plan, keeping Santa Ana as the town name. The town of Santa Ana was established in 1870 as one of the first towns in the Santa Ana basin and became a major commercial center for southern Los Angeles County, with a variety of stores and businesses by the 1880s. The arrival of the Southern Pacific Railroad in 1878 and the Santa Fe Railroad in 1886 paved the way for Santa Ana's first building boom and subsequent population boom. On June 12, 1886, the City of Santa Ana incorporated into Los Angeles County, with a population of 2,000, and in 1889, Santa Ana won the county seat as Orange County separated from Los Angeles County. In 1906, the arrival of the Pacific Electric Railway's Red Car provided a suburban line from Santa Ana to Los Angeles, and by 1910, Santa Ana's steadily growing population reached 8,429, marking Santa Ana as the largest city in Orange County. Many buildings in the downtown area and Santa Ana's oldest neighborhoods were developed during this time.

Historical Resources

Systematic efforts to identify historical resources in Santa Ana began in the late 1970s, when a series of historic resource surveys were undertaken, partially funded by the National Preservation Fund through grants made by the California Office of Historic Preservation. By the turn of the 21st century, "grass roots" efforts by Santa Ana citizens had led to several listings in the National Register, including the Downtown Santa Ana and French Park historic districts and over one hundred local designations. Today, the City has over 650 properties listed on its Register of Historic Properties (Santa Ana, 2020).

The Existing Conditions Database (see Appendix E-a) assembled the information on the built environment historical resources in Santa Ana. Primary sources for this database include the National Park Service (for National Register and other federal designation programs); the Historic Property Data File maintained by the State (for historic resources surveys, Section 106 and tax certification evaluations, national and California designation programs); and the City of Santa Ana (for the Santa Ana Register and Specific Development properties). Since the most recent Historic Property Data File for Orange County was issued in 2012, the Office of Historic Preservation was further consulted to determine if any additional designations were made between 2012 and 2019.

The Existing Conditions Database reveals approximately 2,511 historical resources have been recorded in Santa Ana. Table 5.4-1 provides a breakdown by category.

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Table 5.4-1 Historical Resources Recorded in Santa Ana

CHR Code	Definition	Count
1B, 1D, 1S	Listed in the NRHP either individually, as a contributor to a listed historic district, or both. Also listed in CRHR.	230
2D, 2D2, 2D3, 2S	Formally determined eligible for listing in the NRHP by the Keeper, by consensus through a Section 106 process, or by Part I Tax Certification, either individually or as a contributor to a historic district determined eligible for NRHP by the Keeper. Listed in the CRHR.	246
3B, 3D, 3S	Appears eligible for NRHP and/or CRHR either individually, as a contributor to a NRHP eligible district, or both through survey evaluation.	102
5S1	Individual property that is listed or designated locally (i.e., listed in the SAR).	667
5S2	Individual property that is eligible or appears eligible through survey evaluation for local listing or designation, either individually, as a contributor to a district eligible for local listing, or both.	970
Other		
CHL	California Registered Historical Landmark	1
CPHI	California Point of Historical Interest	6
OCHC	Orange County Historical Plaque	2
MA	SAR properties with a Mills Act contract	287
CHR	California Historical Resources	

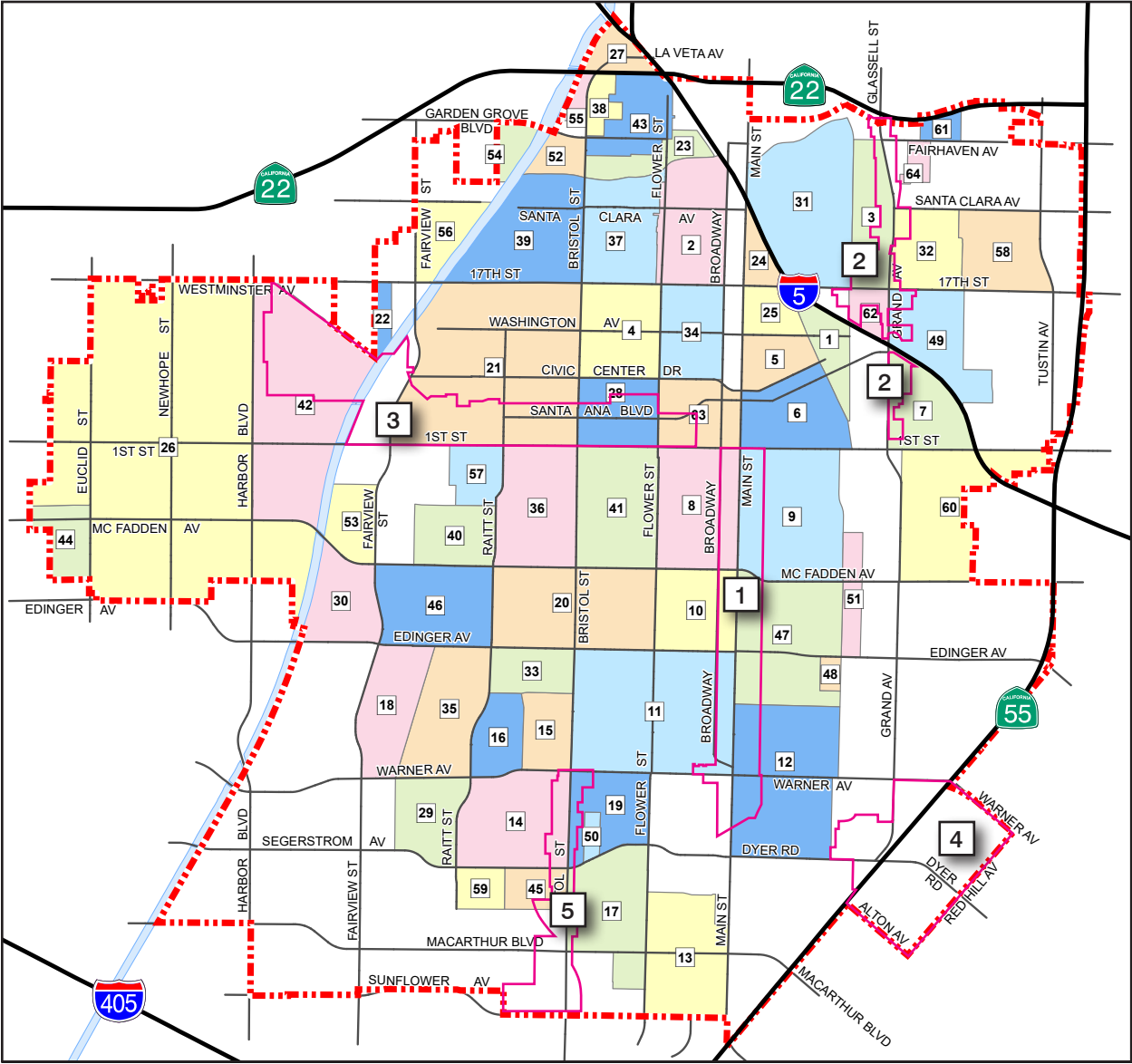
Source: Chattel Inc., 2020.

Numerous historical properties in Santa Ana have been designated in two or more programs (typically, both listed in the National Register and the Santa Ana Register). Most of these resources with multiple classifications are located in the four historic districts that either have been listed in the National Register (Downtown Santa Ana and French Park), formally determined eligible for listing in the National Register (North Broadway Park), or recognized by the City as Specific Development areas (French Park and Heninger Park). The properties listed in the Santa Ana Register are mapped on Figure 5.4-1. Two properties in Santa Ana have plaques awarded by the Orange County Historical Commission.

Historical resources in the city would typically fall into eight broad categories defined by function and themes specific to the city—residential, commercial, institutional and infrastructural, agricultural and industrial, architectural, and arts and cultural resources.

- Notable residential resources are concentrated in early residential neighborhoods such as the French Park Historic District, Heninger Park Historic District, Floral Park, Wilshire Square, other Historically Sensitive Neighborhoods and surrounding the Downtown Santa Ana Historic District, although an increasing number of post-World War II properties have also been recognized. Refer to Figure 5.4-1 and Figure 5.4-2.
- Notable commercial resources are concentrated in the Downtown Santa Ana Historic District along Fourth Street and the adjacent streets and along the Main Street and Broadway corridors.
- Notable institutional resources include the Old Orange County Courthouse, Old City Hall, and the YMCA building. A collection of historically and architecturally significant institutional resources remain concentrated around the Downtown Santa Ana Historic District.

Figure 5.4-2 - Neighborhoods Map

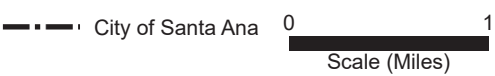


Santa Ana Neighborhoods

- | | | | | |
|-----------------------------|------------------------|------------------------------|----------------------------|---------------------------|
| 1. Logan | 14. Thornton Park | 27. Northwest | 39. Riverview | 52. Casa De Santiago |
| 2. Floral Park | 15. Bristol/Warner | 28. Flower Park | 40. Bella Vista | 53. Windsor Village North |
| 3. Fairhaven | 16. Laurelhurst | 29. Morning Sunwood | 41. Pico-Lowell | 54. Concord |
| 4. Washington Square | 17. South Coast | 30. Windsor Village | 42. Santa Anita | 55. Riverglen |
| 5. French Park | 18. Centennial Park | 31. Park Santiago | 43. Morrison/Eldridge Park | 56. Edna Park |
| 6. Lacy | 19. Sunwood Central | 32. Portola Park | 44. West Grove Valley | 57. Casa Bonita |
| 7. Saddleback View | 20. Mid-City | 33. Shadow Run | 45. Republic Homes | 58. Meredith Parkwood |
| 8. Heninger Park | 21. Artesia Pilar | 34. Willard | 46. New Horizons | 59. Metro Classic |
| 9. Pacific Park | 22. Mar-Les | 35. Valley Adams | 47. Madison Park | 60. Lyon Street |
| 10. Wilshire Park | 23. Fisher Park | 36. Central City | 48. Cedar Evergreen Co-Op | 61. Fairbridge Square |
| 11. Santa Ana Memorial Park | 24. Santa Ana Triangle | 37. West Floral Park | 49. Mabury Park | 62. Grand Sunrise |
| 12. Delhi | 25. French Court | 38. Bristol Memory Coalition | 50. Rosewood Baker | 63. Downtown |
| 13. Sandpointe | 26. Riverview West | | 51. Cornerstone Village | 64. Young Square |

Focus Areas

- 1 South Main Street
- 2 Grand Ave/17th Street
- 3 West Santa Ana Boulevard
- 4 55 Fry/Dyer Road
- 5 South Bristol Street



Source: City of Santa Ana, 2020

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- Notable agricultural and industrial resources include the Maag Ranch and Maag Ranch House, the former Pacific Electric Substation.
- Notable architects/practitioners in Santa Ana include Fred (Frederick) Eley, Rex D. Weston, Everett E. Parks, Clifford Yates, Frank Lansdown, and Gilbert Stearns. Notable architects/practitioners with work in Santa Ana include W. Horace Austin and Donald Beach Kirby, and federal architects James A. Wetmore and Louis A. Simon. Notable builders/developers in Santa Ana include Allison Honer, Roy Russell, Wesley Farney, William D. Greschner, T. H. Fowler, and Floyd B. Rogers.
- Notable arts and cultural resources include the Walkers Orange County Theater (Fox West Coast Theater), the Yost Theater/Ritz Hotel, and the Charles Bowers Memorial Museum.

Historical resources in Santa Ana reflect a range of historic contexts, property types, dates, and architectural styles.

- Association with significant historic trends or patterns include properties that reflect the city's bygone agricultural era, early settlement and community development, early or long-lived commercial enterprises or centers, and important civic and institutional buildings and organizations.
- Association with historic personages include properties linked to people who played prominent roles in Santa Ana's past, including City officers and local attorneys, doctors, and other professionals and businessmen.
- The vast majority of designated or identified properties are single-family dwellings, most of which were determined significant on the basis of intact representation of an architectural style or period. The most prevalent architectural styles are the period revivals of the 1920s and 1930s, but a substantial minority represent the styles of the Victorian era and the early 20th century, including the Craftsman style. Newly historic postwar homes may eventually match period revivals in terms of numbers. Several neighborhoods retain concentrations of historic properties, including Floral Park, French Park, Heninger Park, Wilshire Square, and others.

Focus Areas

South Main Street

Extending from First Street south nearly to Dyer Road, this commercial corridor contains a mix of low-rise, one- and two-story commercial and residential properties predominantly dating from the Craftsman period (early 1900s) through the post-war period (1950s). The focus area also encompasses residential blocks east and west of South Main Street between Broadway on the west and Orange Avenue on the east. A preliminary desktop survey, using online street views and assessor data (for dates of construction) suggests that this area contains both potential and listed (e.g., 100 to 110 South Main Street) historical resources.

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Grand Avenue / 17th Street

This irregularly shaped area follows Grand Avenue from just north of 1st Street to the City boundary north of Fairhaven Avenue. It is broken into two parts by Interstate 5. ~~A mixed-use corridor with three lanes of traffic in each direction;~~ Grand Avenue, a mixed-use corridor, is characterized primarily by buildings dating from the postwar period and by large swaths of paved surface parking and other open space. The preliminary desktop survey suggests that this area has a low potential for built environment historical resources.

West Santa Ana Boulevard

With West Santa Ana Boulevard as its eastern spine, this focus area follows the street from Ross Street on the east to Raitt Street on the west and then encompasses a wedge-shaped area that continues to the west and north as far as Figueroa Street. West 1st Street is the southern boundary east of the Santa Ana River, where it jumps to West 5th Street. The area follows the planned route of the Orange County Streetcar and includes the Orange County jail and coroner's facilities, residential, office, and industrial uses as well as the Willowick Golf Course and the campuses of four primary, middle, and secondary schools. Some of Santa Ana's oldest homes are located along West 2nd and 3rd Streets (e.g., 1078 and 1220 West 2nd Street, 1410 West 3rd Street, all listed in the Santa Ana Register), with construction dates beginning in the late nineteenth century. The eastern portion of this focus area appears to contain several listed and potential historical resources.

55 Freeway/ Dyer Road

Lying at the southeastern boundary of the city and bisected by the SR-55, this irregularly shaped area contains office and commercial buildings dating from the 1960s through the 1980s. It is unlikely to contain built environment historical resources.

South Bristol Street

This corridor spans the blocks between Warner Avenue on the north and the city boundary at Sunflower Avenue on the south. Incorporating both commercial and medium density residential uses, the area was largely improved in the 1960s and 1970s. It has a low potential to contain built environment historical resources.

Archaeological Resources

The California Historical Resources Information System records search indicates that 23 archaeological resources were previously recorded within 0.5 mile (0.8 km) of the plan area. Of these resources, eight were within the plan area—four prehistoric sites, one multicomponent site, and three historic isolates.

The four prehistoric sites include habitation debris sites and lithic scatters.

- **Site CA-ORA-1514 (P-30-001514)** was recorded in 1999 and consisted of a prehistoric shell scatter with no other associated artifacts. The site was noted to be a disturbed surface scatter in an open lot with buildings in the surrounding area, with no determination of a subsurface component. It is possible that intact subsurface deposits are still present within the site boundary.

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- Site CA-ORA-301 (P- 30-000301) was also recorded in 1971 and consisted of a subsurface lithic deposit up to 6 feet (1.8 m) below the surface. The site is noted as being completely paved over.
- **Site CA-ORA-353 (P-30-000353)** was recorded in 1972 and is adjacent to CA-ORA-300. The site was recorded as a prehistoric lithic scatter, and the area has been partially developed for housing.
- **Site CA-ORA-392 (P-30-000392)** was recorded in 1973 after the development of a housing project, with shell midden visible on the surface around the existing homes. The record notes that lithic artifacts were recovered by the local residents.

None of these sites have been updated since their initial recordation, and it is possible that intact subsurface deposits are still present within the site boundaries. The area surrounding CA-ORA-300 and 353 should be considered particularly sensitive due to the previous discovery of Native American burials.

Site CAORA- 300H (P-30-000300) is a multicomponent site that was recorded in 1971 during the construction of an apartment complex. Identified site components included five prehistoric burials, a prehistoric midden deposit, and some historical materials associated with a historical walnut grove and a historical residence.

While the review of ethnographic and historical maps does not indicate the presence of any specific Native American archaeological resources, the proximity of mapped locations of settlements in the vicinity of the plan area indicate a high sensitivity. The presence of the Santa Ana River, a permanent water source that connects the closest mapped Native American villages, and numerous springs mapped throughout the area on the rancho plat maps indicate that there is likely a high sensitivity for Native American archaeological resources throughout the plan area. This is supported by the identification of several prehistoric sites composed of habitation debris and lithic materials. Furthermore, consultation with the Gabrielino Tribe indicated that portions of the City are located within cultural and historical sensitive areas.

A number of historical features, including structures related to the ranchos, 19th-century housing tracts, irrigation features, and heavy and light rail lines, are mapped within the plan area. While it is unlikely that some of those features are currently intact, remains of the structures and related subsurface components, such as refuse dumps, privies, etc., may still be present. The irrigation features that were decommissioned may have accumulated residential and commercial refuse prior to being filled in, a common practice observed archaeologically. For the decommissioned light rail features, segments of rail ties may still be intact beneath current road surfaces, and remains of features related to the rail line, such as signal foundations, refuse deposits, and depot foundations, may still be present. Though confirmation of the continued presence of the structures within the historical housing tracts was not pursued, it is likely that historic deposits related to the historic residences may still be present. Due to these factors, the overall sensitivity of the plan area for historical archaeological resources is high.

5.4.2 Thresholds of Significance

According to Appendix G of the CEQA Guidelines, a project would normally have a significant effect on the environment if the project would:

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- C-1 Cause a substantial adverse change in the significance of a historical resource pursuant to Section 15064.5.
- C-2 Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.
- C-3 Disturb any human remains, including those interred outside of dedicated cemeteries.

Significant Historical Resource

Generally, a resource shall be considered “historically significant” if the resource meets the criteria for listing on the California Register of Historical Resources:

- Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
- Is associated with the lives of persons important in our past;
- Embodies the distinctive characteristics of a type, period, region or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- Has yielded, or may be likely to yield, information important in prehistory or history. (PRC § 5024.1; 14 CCR § 4852)

The fact that a resource is not listed in the California Register of Historical Resources, not determined to be eligible for listing, or not included in a local register of historical resources does not preclude a lead agency from determining that it may be a historical resource.

According to Section 15064.5 of the State CEQA Guidelines, 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. Substantial adverse change in the significance of a historical resource means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource would be materially impaired. The significance of a historical resource is materially impaired when a project:

- Demolishes or materially alters in an adverse manner the physical characteristics of a historical resource that convey its historical significance and that justify its inclusion or eligibility for inclusion in the California Register of Historical Resources; or
- Demolishes or materially alters in an adverse manner the physical characteristics that account for its inclusion in a local register of historical resources pursuant to PRC Section 5020.1(k) or its identification in a historical resources survey meeting the requirements of PRC Section 5024.1(g), unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or

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- Demolishes or materially alters in an adverse manner the physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

Generally, a project that follows the Secretary's Standards shall be considered mitigated to a less than significant impact on the historical resource.

Significant Archeological Resource

A significant prehistoric archaeological impact would occur if grading and construction activities result in a substantial adverse change to archaeological resources determined to be "unique" or "historic." "Unique" resources are defined in PRC Section 21083.2; "historic" resources are defined in PRC Section 21084.1 and CEQA Guidelines Section 15126.4.

PRC Section 21083.2(g) states: As used in this section, "unique archaeological resource" means an archaeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

- A. Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information;
- B. Has a special and particular quality, such as being the oldest of its type or the best available example of its type; or
- C. Is directly associated with a scientifically recognized important prehistoric or historic event or person.

5.4.3 Regulatory Requirements and General Plan Update Policies

5.4.3.1 REGULATORY REQUIREMENTS

- RR CUL-1 California Health and Safety Code Section 7050.5 requires that if human remains are discovered within the proposed project site, disturbance of the site shall halt and remain halted until the coroner has investigated the circumstances, manner, and cause of any death, and the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative. If the coroner determines that the remains are not subject to his or her authority and if the coroner recognizes or has reason to believe the human remains to be those of a Native American, he or she shall contact, by telephone within 24 hours, the Native American Heritage Commission.
- RR CUL-2 Any improvements or alterations to a property on the Santa Ana Register of Historic Properties, as well as contributing properties in a historic district, as specified by Chapter 30 of the City's municipal code, must meet the Secretary of Interior Standards for Rehabilitation

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and require a Certificate of Appropriateness. Major alterations, relocations, or demolitions are considered for approval by the Historic Resources Commission.

- RR CUL-3 Any improvements or alterations to a property within the French Park Historic District shall abide by the standards for all exterior rehabilitation and new infill development projects as stated in the French Park Historic District Specific Development No. 19 (SD-19) Development Standards and Architectural Design Guidelines.
- RR CUL-4 Any improvements or alterations to a property within the Heninger Park Specific Development shall abide by the standards for all exterior rehabilitation and new infill development projects as stated in the Heninger Park Specific Development No. 40 (SD-40) Development Standards and Architectural Design Guidelines.
- RR CUL-5 Any alteration or alterations to historical resources within the city shall abide by the citywide Design Guidelines.
- RR CUL-6 The adaptive reuse of any historic buildings in the city shall abide by the requirement of the City's Adaptive Reuse Ordinance (Santa Ana Municipal Code, Chapter 41, Article XVI.II, Sec. 41-1652).

5.4.3.2 GENERAL PLAN UPDATE POLICIES

The following are relevant policies of the Santa Ana General Plan Update that may contribute to reduce potential impacts to cultural resources as a result of implementation of the proposed project.

Community Element

- **Policy 1.1 Access to Programs.** Provide and maintain access to recreational and cultural programs ~~within walking distance of~~ to serve residential areas. **Prioritize the provision of programs for residents living within park deficient or environmental justice areas.**
- **Policy 1.3 Equitable Programs.** Encourage **recreational and** cultural programs and activities of local interest that are inclusive and affordable to all.
- **Policy 1.7 Connections to Facilities.** Support efforts to connect residents and visitors to local and regional cultural, educational, and natural environments.
- **Policy 1.9 Art and Cultural Programming.** Promote art and cultural programs of local interest to provide educational and cultural awareness opportunities.
- **Policy 1.11 Program Incentives.** Incentivize use of privately owned property to promote recreation, health, wellness, **and art and** culture programs.

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Economic Prosperity Element

- **Policy 3.1 Leverage Historic and Cultural Assets.** Market the City's historic and cultural assets to increase the attraction of businesses and their employees to Santa Ana's places and destinations.
- **Policy 3.11 Improve Image.** Create vibrant public spaces through arts and culture projects that enhance urban quality of life, expand the tax base, and improve regional and community image.

Historic Preservation Element

- **Policy 1.1 Architectural and Design Standards.** Preserve unique neighborhoods and structures in Santa Ana through implementation of the Citywide Design Guidelines and historic preservation best practices.
- **Policy 1.2 Federal Standards for Rehabilitation.** Ensure rehabilitation of historic buildings comply with the Secretary of Interior's Standards for the Treatment of Historic Properties and that new construction in historic districts is compatible with context.
- **Policy 1.3 Historic Districts and Design Standards.** Explore opportunities to preserve neighborhoods with largely intact historic buildings and character through the creation of historic districts, **identification of historically sensitive areas, or neighborhood context sensitive design standards.** ~~or neighborhood design standards.~~
- **Policy 1.4 Protecting Resources.** Support land use plans and development proposals that actively protect historic and cultural resources. **Preservation tribal, archeological, and paleontological resources for their cultural importance to communities as well as their research and educational potential.**
- **Policy 1.5 Structure and Systems Maintenance.** Encourage maintenance, care, and systems upgrades of historic resources to avoid the need for major rehabilitation, prevent loss of historic resources, and remediate health concerns such as lead based paint and mold.
- **Policy 1.6 Lead by Example.** Ensure that all City-owned historic resources and cultural facilities reflect exceptional architecture and historically appropriate features to celebrate Santa Ana as a world-class city.
- **Policy 1.7 Preserving Human Element.** Encourage participation in oral history programs to capture Santa Ana's historic and cultural narrative.
- **Policy 1.8 Reuse of Historic Buildings.** Support flexible land use standards to facilitate the adaptive reuse of historic buildings with a variety of economically viable uses, while minimizing impacts to the historic value and character of sites and structures.
- **Policy 1.9 Historic Downtown.** Strengthen the image and identity of Downtown through unifying design and architectural themes that are compatible with existing historic fabric.
- **Policy 2.1 Resource Stewardship.** Expand community outreach to educate property owners and businesses regarding responsibilities and stewardship requirements of the City's historic resources.

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- **Policy 2.2 Educational Awareness.** Provide educational opportunities to foster community awareness and pride in Santa Ana’s history.
- **Policy 2.3 Commemorating History.** Support efforts to identify and commemorate historic structures and sites **and historically sensitive areas** in Santa Ana through murals, plaques, and educational exhibits.
- **Policy 2.4 Local and Regional Partnerships.** Strengthen relationships and programs with local and regional institutions **and organizations** to promote the appreciation, maintenance, rehabilitation, and preservation of Santa Ana’s historic and cultural resources.
- **Policy 2.5 Economic Development Tool.** Promote economic development through heritage education and the promotion of tourism.
- **Policy 2.6 Center Core.** Promote Santa Ana’s identity as the cultural and historic downtown of Orange County.
- **Policy 3.1 Historic Resource Survey.** Maintain a comprehensive program to inventory and preserve historic and cultural resources, **including heritage landscape and trees.**
- **Policy 3.2 Incentivize Preservation.** Support incentive programs that promote restoration, rehabilitation, salvage, and adaptive reuse of historic buildings.
- **Policy 3.3 Accessible Preservation Program.** Explore strategies to promote a historic preservation program that is robust, equitable, and accessible.
- **Policy 3.4 Preservation Program Certification.** Maintain Santa Ana’s status as a Certified Local Government (CLG) to further the City’s historic resource program and pursue all available funding for preservation.
- **Policy 3.5 Local Preservation Groups.** Collaborate with the Santa Ana Historical Preservation Society, community groups, and individuals to promote public awareness and educational opportunities that highlight historic preservation.
- **Policy 3.6 Staff Development.** Collaborate with local and regional historic preservation groups to maintain a training program that promotes best practices in preservation techniques.

Land Use Element

- **Policy 3.5 Adaptive Reuse.** Encourage the preservation and reuse of historical buildings and sites through flexible land use policies.

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Urban Design Element

- **Policy 2.3 New Life for Old Buildings.** Encourage the preservation and reuse of historic and architecturally significant structures to maintain urban fabric and reduce overall energy consumption associated with new construction.

5.4.4 Environmental Impacts

5.4.4.1 METHODOLOGY

Historical Resources

Historical resources and contexts were identified from examination of relevant federal, State, and local documents, including laws and regulations, plans, and databases maintained by the US Department of the Interior (National Park Service) and the California Office of Historic Preservation (OHP); the Santa Ana Register of Historical Properties and other City programs; consultation with City Planning and California OHP staff; and other resources available both online and in archival collections. No field work was performed, nor was a records search conducted at the South Central Coastal Information Center (SCCIC) at California State University, Fullerton, in support of the Historical Resources Technical Report. However, the most recent tabulation of historic properties in Orange County, obtained from the SCCIC, was utilized. More information about how historical resources in Santa Ana were identified is provided in Section 4.1 of the Historical Resources Technical Report (see Appendix E-a). Potential impacts to historical resources were determined in accordance with the thresholds established by CEQA (PRC § 21084.1), the California CEQA Regulations (CCR § 15064.5), and the City.

Archeological Resources

Available literature, historic topographic maps, historic aerial photographs, and records and database searches containing information on archaeological and tribal cultural resources were reviewed. Data sources include the California Historical Resources Information System, California State databases, and map searches encompassing the General Plan area to provide regional context and ensure thorough review of potential archaeological and tribal cultural resources within the General Plan area.

The OHP's system for managing information on archaeological and historic built environment resources and previous studies is known as the California Historical Resources Information System (CHRIS). The CHRIS records are administered through various archaeological information centers responsible for one or more counties. Records for Orange County are managed through the SCCIC. On February 19, 2019, SWCA archaeologist Amber Johnson, conducted a records search of the CHRIS at the SCCIC. The search included any previously recorded archaeological resources within a 0.5-mile radius of the plan area. Historic built resources or buildings, structures, and objects that are 45 years or older were not included in the records search, as they are being addressed in a separate technical report.

In addition to the CHRIS records search, SWCA conducted a review of all available historic USGS 7.5- and 15-minute quadrangle maps depicting the City of Santa Ana. SWCA also reviewed property-specific historical

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and ethnographic context research to identify information relevant to the plan area. Archival research focused on a variety of primary and secondary materials relating to the history and development of Santa Ana. Some of the sources consulted included historical maps, aerial and ground photographs, building permits, ethnographic reports, soil reports, and other environmental data.

5.4.4.2 IMPACT ANALYSIS

The following impact analysis addresses thresholds of significance for which the Initial Study disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

Impact 5.4-1: Buildout consistent with the General Plan Update could impact an identified historic resource. [Threshold C-1]

The General Plan Update (GPU) would not be expected to result in direct or indirect impacts to built environment historical resources. The GPU does not entail any physical development that would result in physical demolition, destruction, relocation, or alteration of a historical resource such that the significance of the historical resource would be materially impaired.

However, future development enabled by the GPU could result in significant direct and/or indirect impacts to historical resources in the absence of mitigation. Santa Ana contains 2,511 recorded historical resources, with potential for many more, since the majority of the city's building stock is at least 45 years old. Places in the city affected by zoning changes, increases in buildout square footage, and other aspects of the GPU may contain significant historical resources, either known or yet unidentified. The Existing Conditions Database provides a list of recorded designated and potential historic resources; however, the database is incomplete and out of date. Therefore, it should be consulted for the presence of historical resources but should not be regarded as the sole authority. The CEQA Guidelines Section 15064.5(a)(4) state:

The fact that a resource is not listed in, or determined to be eligible for listing in the California Register of Historical Resources, not included in a local register of historical resources (pursuant to § 5020.1(k) of the Public Resources Code), or identified in an historical resources survey (meeting the criteria in § 5024.1(g) of the Public Resources Code) does not preclude a lead agency from determining that the resource may be an historical resource as defined in Public Resources Code § 5020.1(g) or § 5024.1.

Potential impacts to historical resources resulting from future development activities pursuant to the GPU will depend on where such development occurs and the nature of the proposed activity. As discussed in Chapter 5.1, *Aesthetics*, the French Park Historic District and the Downtown Historic District are outside of the five focus areas. The eastern side of Heninger Park (Specific Development [SD] 40), east of Broadway, falls within the South Main Street Focus Area (see Figure 5.4-1). Generally, with respect to the five focus areas, the South Main Street and West Santa Ana Boulevard areas are the most likely to contain historical resources that could be affected by future development (see Figure 5.4-1); however, in the absence of an intensive level survey of each area, the presence or absence of potential historical resources is not conclusively known. A future development project that uses the Secretary of the Interior's Standards for the Treatment of Historic Properties would be expected to result in a less-than-significant impact on historical resources. Due to the site-specific

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nature of historic resources, future development projects allowed under the GPU could potentially impact and cause significant adverse impacts to historic resources. Therefore, buildout consistent with the GPU would result in a potentially significant impact.

Level of Significance Before Mitigation: Even with the implementation of RR CUL-1 through CUL-6 and policies in the historic preservation element, land use element, and urban design element, Impact 5.4-1 would still be potentially significant.

Impact 5.4-2: Development in accordance with the General Plan Update could impact archaeological resources. [Threshold C-2]

Development involving ground disturbance within the plan area has the potential to impact known and unknown archaeological resources. Typically, surface-level and subsurface archaeological sites and deposits can be affected by ground-disturbing activities associated with most types of construction. Based on literature review and records searches, eight archaeological resources have been recorded within the plan area, including four prehistoric sites, one multicomponent site, and three historic isolates. The plan area includes many locations that would have been favorable for prehistoric Native American occupation. While most of the plan area has been developed over the course of the twentieth century, buried resources may remain in areas where developments such as parking lots, parks, or structures with shallow foundations have required only minimal ground disturbance. A review of historical and ethnographic maps indicates a moderate likelihood that intact subsurface archaeological resources would be encountered during redevelopment.

Archaeological resources impacts are site specific, but more intensive development can result in cumulative impacts on a regional level and should be considered in addition to individual project impacts on individual sites. As determined by the respective lead agency on a project by project basis, Phase I Cultural Resources studies would be required before ground disturbances and demolition activities are permitted to occur. The study would identify resources on the affected project sites that are, or appear to be, eligible for listing on the National or California Register. Such studies would also recommend mitigation measures to protect and preserve archaeological and tribal cultural resources. Therefore, buildout under the GPU would result in a potentially significant cumulative impact.

Level of Significance Before Mitigation: After implementation of RR CUL-1 and policies under the historic preservation element, Impact 5.4-2 would be potentially significant.

Impact 5.4-3: Development in accordance with the General Plan Update could potentially disturb human remains. [Threshold C-3]

Development in accordance with the GPU would largely be limited to infill sites and previously disturbed land within an urban environment; therefore, potential disturbance of buried human remains is low. However, California Health and Safety Code Section 7050.5, CEQA Guidelines Section 15064.5, and Public Resources Code Section 5097.98 mandate the process to be followed in the event of an accidental discovery of any human remains in a location other than a dedicated cemetery.

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California Health and Safety Code Section 7050.5 requires that in the event that human remains are discovered, disturbance of the development site shall remain halted until the coroner has conducted an investigation into the circumstances, manner and cause of any death, and the recommendations concerning the treatment and disposition of the human remains have been made to the person responsible for the excavation, or to his or her authorized representative, in the manner provided in Section 5097.98 of the Public Resources Code. If the coroner determines that the remains are not subject to his or her authority and if the coroner recognizes or has reason to believe the human remains to be those of a Native American, he or she shall contact the Native American Heritage Commission within 24 hours. Compliance with existing law would ensure that impacts to human remains would be less than significant.

Level of Significance Before Mitigation: With the implementation of RR CUL-1, Impact 5.4-3 would be less than Significant.

5.4.5 Level of Significance Before Mitigation

Upon implementation of regulatory requirements and standard conditions of approval, some impacts would be less than significant: 5.4-3.

Without mitigation, these impacts would be **potentially significant**:

- **Impact 5.4-1** Development consistent with the General Plan Update could impact historic resources.
- **Impact 5.4-2** Development consistent with the General Plan Update could impact archeological resources.

5.4.6 Mitigation Measures

Impact 5.4-1

CUL-1 **Identification of Historical Resources and Potential Project Impacts.** For structures 45 years or older, a Historical Resources Assessment (HRA) shall be prepared by an architectural historian or historian meeting the Secretary of the Interior's Professional Qualification Standards. The HRA shall include: definition of a study area or area of potential effect, which will encompass the affected property and may include surrounding properties or historic district(s); an intensive level survey of the study area to identify and evaluate under federal, State, and local criteria significance historical resources that might be directly or indirectly affected by the proposed project; and an assessment of project impacts. The HRA shall satisfy federal and State guidelines for the identification, evaluation, and recordation of historical resources. An HRA is not required if an existing historic resources survey and evaluation of the property is available; however, if the existing survey and evaluation is more than five years old, it shall be updated.

CUL-2 **Use of the Secretary of the Interior's Standards.** The Secretary of the Interior's Standards for the Treatment of Historic Properties shall be used to the maximum extent practicable to

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ensure that projects involving the relocation, conversion, rehabilitation, or alteration of a historical resource and its setting or related new construction will not impair the significance of the historical resource. Use of the Standards shall be overseen by an architectural historian or historic architect meeting the Secretary of the Interior's Professional Qualification Standards. Evidence of compliance with the Standards shall be provided to the City in the form of a report identifying and photographing character-defining features and spaces and specifying how the proposed treatment of character-defining features and spaces and related construction activities will conform to the Standards. The Qualified Professional shall monitor the construction and provide a report to the City at the conclusion of the project. Use of the Secretary's Standards shall reduce the project impacts on historical resources to less than significant.

- CUL-3 **Documentation, Education, and Memorialization.** If the City determines that significant impacts to historical resources cannot be avoided, the City shall require, at a minimum, that the affected historical resources be thoroughly documented before issuance of any permits and may also require additional public education efforts and/or memorialization of the historical resource. Though demolition or alteration of a historical resource such that its significance is materially impaired cannot be mitigated to a less than significant level, recordation of the resource will reduce significant adverse impacts to historical resources to the maximum extent feasible. Such recordation should be prepared under the supervision of an architectural historian, historian, or historic architect meeting the Secretary of the Interior's Professional Qualification Standards and should take the form of Historic American Buildings Survey (HABS) documentation. At a minimum, this recordation should include an architectural and historical narrative; archival photographic documentation; and supplementary information, such as building plans and elevations and/or historic photographs. The documentation package should be reproduced on archival paper and should be made available to researchers and the public through accession by appropriate institutions such as the Santa Ana Library History Room, the South Central Coastal Information Center at California State University, Fullerton, and/or the HABS collection housed in the Library of Congress. Depending on the significance of the adversely affected historical resource, the City, at its discretion, may also require public education about the historical resource in the form of an exhibit, web page, brochure, or other format and/or memorialization of the historical resource on or near the proposed project site. If memorialized, such memorialization shall be a permanent installation, such as a mural, display, or other vehicle that recalls the location, appearance, and historical significance of the affected historical resource, and shall be designed in conjunction with a qualified architectural historian, historian, or historic architect.

Impact 5.4-2

- CUL-4 For projects with ground disturbance—e.g., grading, excavation, trenching, boring, or demolition that extend below the current grade—prior to issuance of any permits required to conduct ground-disturbing activities, the City shall require an Archaeological Resources Assessment be conducted under the supervision of an archaeologist that meets the Secretary

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of the Interior's Professionally Qualified Standards in either prehistoric or historic archaeology.

Assessments shall include a California Historical Resources Information System records search at the South Central Coastal Information Center and of the Sacred Land Files maintained by the Native American Heritage Commission. The records searches will determine if the proposed project area has been previously surveyed for archaeological resources, identify and characterize the results of previous cultural resource surveys, and disclose any cultural resources that have been recorded and/or evaluated. If unpaved surfaces are present within the project area, and the entire project area has not been previously surveyed within the past 10 years, a Phase I pedestrian survey shall be undertaken in proposed project areas to locate any surface cultural materials that may be present.

CUL-5 If potentially significant archaeological resources are identified, and impacts cannot be avoided, a Phase II Testing and Evaluation investigation shall be performed by an archaeologist who meets the Secretary of the Interior's Standards to determine significance prior to any ground-disturbing activities. If resources are determined significant or unique through Phase II testing, and site avoidance is not possible, appropriate site-specific mitigation measures shall be undertaken. These might include a Phase III data recovery program implemented by a qualified archaeologist and performed in accordance with the Office of Historical Preservation's "Archaeological Resource Management Reports (ARMR): Recommended Contents and Format" (OHP 1990) and "Guidelines for Archaeological Research Designs" (OHP 1991).

CUL-6 If the archaeological assessment did not identify archaeological resources but found the area to be highly sensitive for archaeological resources, a qualified archaeologist **and a Native American monitor approved by a California Native American Tribe identified by the Native American Heritage Commission as culturally affiliated with the project area** shall monitor all ground-disturbing construction and pre-construction activities in areas ~~with previously undisturbed soil~~ of high sensitivity. The archaeologist shall inform all construction personnel prior to construction activities of the proper procedures in the event of an archaeological discovery. The training shall be held in conjunction with the project's initial on-site safety meeting and shall explain the importance and legal basis for the protection of significant archaeological resources. **The Native American monitor shall be invited to participate in this training.** In the event that archaeological resources (artifacts or features) are exposed during ground-disturbing activities, construction activities in the immediate vicinity of the discovery shall be halted while the resources are evaluated for significance by an archaeologist who meets the Secretary's Standards. **and This will include tribal consultation and coordination with the Native American monitor in the case of a prehistoric archaeological resource or tribal resource.** If the discovery proves to be significant, the long-term disposition of any collected materials should be determined in consultation with the affiliated tribe(s), where relevant; this could include curation with a recognized scientific or educational repository, transfer to the tribe, or respectful reinternment in an area designated by the tribe.

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CUL-7 If an Archaeological Resources Assessment does not identify potentially significant archaeological resources but the site has moderate sensitivity for archaeological resources (Mitigation Measure CUL-4), an archaeologist who meets the Secretary's Standards shall be retained on call. The archaeologist shall inform all construction personnel prior to construction activities about the proper procedures in the event of an archaeological discovery. The pre-construction training shall be held in conjunction with the project's initial on-site safety meeting and shall explain the importance and legal basis for the protection of significant archaeological resources. In the event that archaeological resources (artifacts or features) are exposed during ground-disturbing activities, construction activities in the immediate vicinity of the discovery shall be halted while the on-call archaeologist is contacted. The resource shall be evaluated for significance and tribal consultation shall be conducted, in the case of a tribal resource. If the discovery proves to be significant, the long-term disposition of any collected materials should be determined in consultation with the affiliated tribe(s), where relevant.

5.4.7 Level of Significance After Mitigation

Impact 5.4-1

With fulfillment of the CUL-1 and CUL-2, future development consistent with the General Plan Update would result in a less than significant impact to cultural resources. However, if significant impacts cannot be avoided, the City shall require at a minimum that the affected historical resources are documented consistent with Mitigation Measure CUL-3. The Historical Resources Technical Report determined that unavoidable impacts to historical resources resulting from future development under the General Plan Update will be reduced to the maximum extent feasible, but will still be significant, with implementation of mitigation measure CUL-3. Therefore, the development under the General Plan Update would result in significant and unavoidable impacts.

Impact 5.4-2

Mitigation Measures CUL-4 through CUL-7 were developed to reduce potential individual and cumulative impacts associated with future development and redevelopment. Mitigation Measure CUL-4 requires an archaeological resources assessment be conducted for future development projects to identify any known archaeological resources and sensitivity of the site. Mitigation Measures CUL-5 through CUL-7 detail the next steps required should the archaeological resources assessment identify known resources or determine the site to have high or moderate resource sensitivity. Upon compliance with Mitigation Measures CUL-4 through CUL-7, individual and cumulative impacts to archaeological resources would be reduced to less than significant levels.

5.4.8 References

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