

5. Environmental Analysis

5.4 CULTURAL RESOURCES

Cultural resources include places, objects, and settlements that reflect group or individual religious, archaeological, architectural, or paleontological activities. Such resources provide information on scientific progress, environmental adaptations, group ideology, or other human advancements. This section of the DEIR evaluates the potential for implementation of the Sierra Madre General Plan Update (General Plan Update) to impact cultural resources in the City of Sierra Madre. The analysis in this section is based in part on the following technical report, which is incorporated by reference in this DEIR:

- City of Sierra Madre General Plan Update Technical Background Report, PlaceWorks, September 2012.

5.4.1 Environmental Setting

5.4.1.1 REGULATORY BACKGROUND

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

Federal

National Historic Preservation Act

The National Historic Preservation Act (NHPA) of 1966 is the primary federal law governing the preservation of cultural and historic resources in the United States. The law establishes a national preservation program and a system of procedural protections that encourage the identification and protection of cultural and historic resources of national, state, tribal, and local significance. Primary components of the NHPA include:

- Articulation of a national policy governing the protection of historic and cultural resources.
- Establishment of a comprehensive program for identifying historic and cultural resources for listing in the National Register of Historic Places.
- Creation of a federal-state/tribal-local partnership for implementing programs established by the act.
- Requirement that under Section 106 (Protection of Historic Properties) of the NHPA, federal agencies take into consideration actions that could adversely affect historic properties listed or eligible for listing on the National Register of Historic Places, known as the Section 106 Review Process.¹
- Establishment of the Advisory Council on Historic Preservation, which oversees federal agency responsibilities governing the Section 106 Review Process.

¹ Section 106 Review refers to the federal review process designed to ensure 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.

5. Environmental Analysis

CULTURAL RESOURCES

- Placement of specific stewardship responsibilities on federal agencies for historic properties owned or within their control (Section 110 of the NHPA).

National Register of Historic Places

The National Register of Historic Places (NRHP) is the nation's official list of buildings, structures, objects, sites, and districts worthy of preservation because of their significance in American history, architecture, archeology, engineering, and culture. The NRHP recognizes resources of local, state, and national significance that have been documented and evaluated according to uniform standards and criteria. Authorized under the NHPA, the NRHP is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources. The NRHP is administered by the National Park Service, which is part of the U. S. Department of the Interior.

To be eligible for listing in the NRHP, a resource must meet at least one of the following criteria:

- Is associated with events that have made a significant contribution to the broad patterns of our history.
- Is associated with the lives of persons significant in our past.
- Embodies the distinctive characteristics of a type, period or method of construction, or represents the work of a master, or possesses high artistic values, or represents a significant and distinguishable entity whose components may lack individual distinction.
- Has yielded, or may be likely to yield, information important in history or prehistory.

Archaeological Resources Protection Act

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

Native American Graves Protection and Repatriation Act

The Native American Graves Protection and Repatriation Act (NAGPRA) is a federal law passed in 1990 that provides a process for museums and Federal agencies to return certain Native American cultural items, such as human remains, funerary objects, sacred objects, or objects of cultural patrimony, to lineal descendants, and culturally affiliated Indian tribes.

State

California Public Resources Code

Archaeological, paleontological, and historical sites are protected pursuant to a wide variety of state policies and regulations enumerated under the California Public Resources Code. In addition, cultural and paleontological resources are recognized as a non-renewable resource and therefore receive protection under the California Public Resources Code and CEQA.

5. Environmental Analysis CULTURAL RESOURCES

- California Public Resources Code 5020–5029.5 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 the designation of State Historical Landmarks and Historical Points of Interest.
- California Public Resources Code 5079–5079.65 defines the functions and duties of the Office of Historic Preservation (OHP). The OHP is responsible for the administration of federally and state mandated historic preservation programs in California and the California Heritage Fund.
- California Public Resources Code 5097.9–5097.991 provides protection to Native American historical and cultural resources, and sacred sites and identifies the powers and duties of the Native American Heritage Commission (NAHC). It also requires notification of discoveries of Native American human remains, descendants and provides for treatment and disposition of human remains and associated grave goods.

California Health and Safety Code

The discovery of human remains is regulated per California Health and Safety Code Section 7050.5:

In the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation...until the coroner...has determined...that the remains are not subject to...provisions of law concerning investigation of 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.... The coroner shall make his or her determination within two working days from the time the person responsible for the excavation, or his or her authorized representative, notifies the coroner of the discovery or recognition of the human remains. If the coroner determines that the remains are not subject to his or her authority and...has reason to believe that they are those of a Native American, he or she shall contact, by telephone within 24 hours, the Native American Heritage Commission.

California Register of Historic Resources

The State Historical Resources Commission has designed this program for use by state and local agencies, private groups, and citizens to identify, evaluate, register, and protect California's historical resources. The California Register of Historic Resources (CRHR) is the authoritative guide to the state's significant historical and archeological resources. It encourages public recognition and protection of resources of architectural, historical, archeological, and cultural significance; identifies historical resources for state and local planning purposes; determines eligibility for state historic preservation grant funding; and affords certain protections under CEQA.

To be eligible for listing in the CRHR, a resource must meet at least one of the following criteria:

5. Environmental Analysis

CULTURAL RESOURCES

- Associated with events that have made a significant contribution to the broad patterns of local or regional history or the cultural heritage of California or the United States.
- Associated with the lives of persons important to local, California or national history.
- Embodies the distinctive characteristics of a type, period, region or method of construction or represents the work of a master or possesses high artistic values.
- Has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California or the nation.

In addition to having significance, resources must have integrity for the period of significance. The period of significance is the date or span of time within which significant events transpired or significant individuals made their important contributions. Integrity is the authenticity of a historical resource's physical identity as evidenced by the survival of characteristics or historic fabric that existed during the resource's period of significance. Alterations to a resource or changes in its use over time may have historical, cultural, or architectural significance. Simply, resources must retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. A resource that has lost its historic character or appearance may still have sufficient integrity for the CRHR, if, under the fourth criterion, it maintains the potential to yield significant scientific or historical information or specific data.

California Historical Landmarks

California Historical Landmarks are buildings, structures, sites, or places that have been determined to have statewide historical significance. The resource must be approved for designation by the County Board of Supervisors or the City/Town Council in whose jurisdiction it is located; be recommended by the State Historical Resources Commission; and be officially designated by the Director of California State Parks. A resource must meet at least one of these following criteria:

- Be the first, last, only, or most significant of its type in the state or within a large geographic region (Northern, Central, or Southern California).
- Be associated with an individual or group having a profound influence on the history of California.
- Be 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.

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 CRHR. No historical

5. Environmental Analysis

CULTURAL RESOURCES

resource may be designated as both a landmark and a point. If a point is subsequently granted status as a landmark, the point designation is retired.

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.

California Senate Bill 18

Senate Bill (SB) 18, the Traditional Tribal Cultural Places (TTCPs) law, requires local jurisdictions to provide opportunities for involving Native American Heritage Commission (NAHC) and any appropriate California Native Americans tribes in the land planning process for the purpose of preserving TTCPs. A city or county, when proposing to adopt, amend, revise, or update a general plan or specific plan, must send a written request to NAHC asking for a list of tribes to consult. NAHC is required to provide this list within 30 days of receiving the request. The city or county must send a Tribal Consultation Request letter to each tribal representative on the list; tribes then have 90 days in which to respond to the consultation request if they want to consult with the local government to determine whether the project would have an adverse impact on a TTCP. There is no statutory limit on the consultation duration. Forty-five days before the action is publicly considered by the local government (i.e., the CEQA lead agency), the environmental document is forwarded to agencies for review in accordance with the CEQA public review time frame. The CEQA public distribution list may include tribes listed by NAHC who have requested consultation or it may not. If the NAHC, tribe, and interested parties agree upon the mitigation measures necessary for the project, they would be included in the project's EIR. If both the City and tribe agree that adequate mitigation or preservation measures cannot be taken, then neither party is obligated to take action.

In addition, SB 18 provides a new definition of TTCP requiring a traditional association of the site with Native American traditional beliefs, cultural practices, or ceremonies or the site must be shown to actually have been used for activities related to traditional beliefs, cultural practices, or ceremonies. Previously, the site was defined to require only an association with traditional beliefs, practices, lifeways, and ceremonial activities. In addition, SB 18 also amended California Civil Code Section 815.3 and adds California Native American tribes to the list of entities that can acquire and hold conservation easements for the purpose of protecting their cultural places.

2010 California Historic Building Code

The 2010 California Historic Building Code—California Code of Regulations, Title 24, Part 8 (adopted by reference in Chapter 15.22 [Historic Building Code] of the City's Municipal Code)—provides regulations for

5. Environmental Analysis

CULTURAL RESOURCES

the preservation, restoration, rehabilitation, relocation, or reconstruction of buildings or properties designated as qualified historical buildings or properties. The California Historic Building Code is intended to provide solutions for the preservation of qualified historical buildings or properties, to promote sustainability, to provide access for persons with disabilities, to provide a cost-effective approach to preservation, and to provide for the reasonable safety of the occupants or users.

Mills Act

Under the Mills Act, California Government Code Sections 50280 et seq., a city or county may contract with the owner of any qualified historical property to restrict the use of the property.

Local

City of Sierra Madre Municipal Code

The City's Municipal Code contains existing standards and regulations that help mitigate potential impacts on historic resources. The following is a description of the provisions of the City's Municipal Code that are applicable to the General Plan Update.

- **Chapter 15.22 (Historic Building Code).** This chapter adopts by reference the 2010 California Historic Building Code, with certain amendments.
- **Chapter 17.82 (Historic Preservation).** This chapter serves to protect and preserve the City's historic landmarks through a partnership between the Planning Commission, City Council and the property owners/residents, the business sector and the community at large to retain and protect those historic landmarks that preserve and enhance the City's small-town atmosphere.

5.4.1.2 EXISTING CONDITIONS

Natural Geologic Setting

The city is within the bounds of two geomorphic provinces; the southern urbanized area is within the Peninsular Ranges Geomorphic Province and the northern foothill area is within the Transverse Ranges Geomorphic Province. More specifically, Sierra Madre is found on the alluvial plain in the northwestern portion of the San Gabriel Valley. An alluvial plain is a mass deposit of sediment that is gathered over time as it is deposited by a river or stream. The city's alluvial plain consists mainly of younger alluvial fan deposits derived from the San Gabriel Mountains during the Pleistocene era in the southern developed areas while the northern foothills of the city consist of older alluvium, granitic rock, and metamorphic rocks from the Mesozoic era.

Cultural Setting

Prior to the arrival of the first Europeans in the 16th century, the Los Angeles Basin was occupied by the Gabrielino and Chumash, two major Native Californian cultures. More recent history of Sierra Madre dates

5. Environmental Analysis

CULTURAL RESOURCES

to the 1880s when the area was first settled by eastern and midwestern families who moved to the Los Angeles basin and purchased land.

Historical Resources

The City has a very active historic preservation community, known as the Sierra Madre Historical Preservation Society (SMHPS), which was formed in April of 1991 when the Preservation Society of Sierra Madre joined the Historical Society and together became the Sierra Madre Historical Preservation Society. SMHPS works to collect, preserve, and exhibit the city's local historical and cultural memorabilia, which it showcases through the City's two local museums, Lizzie's Trail Inn and the Richardson House. SHMPS's volunteers operate, maintain, restore and preserve these museums. SHMPS also showcases the City's rich history through its historic archives collection (the Sierra Madre Historical Archives) housed at the Sierra Madre Public Library. Additionally, the City has a Historic Preservation Ordinance (Municipal Code Chapter 17.82), which serves to protect and preserve the city's historic landmarks.

Over several decades SMHPS has collaborated with the City and raised public awareness to protect numerous significant structures such as the Old North Church, Old City Hall, and Richardson House. As of April 2015, the City has designated 49 local historic landmarks, which include homes, schools, churches, factories, as well as various community buildings, a trail and cemetery (see Table 5.4-1).

Table 5.4-1 Sierra Madre Designated Historical Landmarks

No.	Name and Year Built	Address	Historical Use	Current Use	Architectural Style
1	J. Gamble Carson House – 1914 or 1918 ¹	332 Sturtevant Drive	Residential	Residential	—
2	Dupre-Nash House – 1918 ²	551 Alta Vista Drive	Residential	Residential	—
3	Hawks & Copps Building – 1889 (c.1911-Hotel Shirley)	26 N. Baldwin Avenue	Hotel	Commercial	—
4	Twycross House – 1915	123 S. Baldwin Avenue	Residential	Residential	Craftsman
5	Blake Craftsman Bungalow – 1908	169 N. Baldwin Avenue	Residential	Residential	Craftsman
6	El Retiro (Webb House) – 1911	171 S. Baldwin Avenue	Residential	Residential	—
7	William Deutsch House – 1883 or 1887 ³	229 N. Baldwin Avenue	Residential	Residential	—
8	Ascension Church – 1888	240 N. Baldwin Avenue	Church	Church	—
9	Willis Residence – 1941	650 Baldwin Court	Residential	Residential	—
10	Arthur Carter House – 1906	425 N. Canon Avenue	Residential	Residential	—
11	Fraiberg Residence/ Mt. Glen Healthatorium or also known as the Cypress Camp Headquarters – 1916	304-306 Churchill Road	Resort and Sanatorium	—	—

5. Environmental Analysis

CULTURAL RESOURCES

Table 5.4-1 Sierra Madre Designated Historical Landmarks

No.	Name and Year Built	Address	Historical Use	Current Use	Architectural Style
12	Emile Deutsch House & Cigar Factory – 1885 and 1914, respectively ⁴	20 W. Grandview Avenue (house) 30 W. Laurel Avenue (cigar factory)	Residential and Commercial, respectively	Residential	—
13	Norris House – 1884	80 W. Grandview Avenue	Residential	Residential	—
14	Climie Sisters House – 1907	252 E. Grandview Avenue	Residential	Residential	—
15	Karl Graf House “Austrian Vacation Villa” – 1920s	355 E. Grandview Avenue	Residential	Residential	—
16	C.J. Pegler House – 1912	375 E. Grandview Avenue	Residential	Residential	Craftsman
17	Spanish Colonial Revival – 1933	585 W. Grandview Avenue	Residential	Residential	Spanish Revival
18	Sierra Madre Elementary School – 1930	141 W. Highland Avenue	School	School	Spanish Revival
19	J.C. Pegler House – 1894	419 E. Highland Avenue	Residential	Residential	—
20	J.C. Pegler Carriage House – 1895	423 E. Highland Avenue	Barn and Carriage House	Residential	—
21	Decker House – 1890	427 W. Highland Avenue	Residential	Residential	—
22	Bailey House – 1910	470 W. Highland Avenue	Residential	Residential	—
23	Barlow Villa (Alverno High School) – 1928	675 W. Highland Avenue	Residential	School	—
24	Emile Deutsch Cigar Factory – 1885	30 W. Laurel Avenue	Commercial	Residential	—
25	Bayard-Webster House – 1912	305 E. Laurel Avenue	Residential	Residential	—
26	Hunting Lodge – 1882 or 1887 ⁵	145 S. Lima Street	Lodge	Residential	—
27	Pinney House (Sierra Vista Hotel) – 1887	225 N. Lima Street	Hotel	Residential	—
28	Sierra Bonita Ranch “Yerxa House” – 1911	40 Lowell Avenue	Residential	Residential	—
29	Clark Carriage House – 1885	180 S. Michillinda Avenue	Residential	Residential	—
30	Ocean View House – 1882	93 W. Mira Monte Avenue	Residential/Hotel	Residential	—
31	Mt. Wilson Trail – 1864	167 E. Mira Monte Avenue	Recreational	Recreational	—
32	Richardson House – 1890	167 E. Mira Monte Avenue	Residential	Residential	—
33	Tufts House – 1884	159 W. Montecito Avenue	Residential	Residential	—

5. Environmental Analysis

CULTURAL RESOURCES

Table 5.4-1 Sierra Madre Designated Historical Landmarks

No.	Name and Year Built	Address	Historical Use	Current Use	Architectural Style
34	Wilson-Bixby House – 1881	397 W. Montecito Avenue	Residential	Residential	
35	Jennie Reeve House – 1905 or 1906 ⁶	197 N. Mountain Trail Avenue	Residential	Residential	—
36	Fletcher House – 1890	89 Olive Avenue	Residential	Residential	—
37	Blumer Farmhouse	390 Olive Tree Lane	Residential	Residential	National Folk House
38	W. P. Caley House – 1898 ⁷	233 Ramona Avenue	Residential	Residential	Craftsman
39	Old City Hall – 1927	55 W. Sierra Madre Boulevard	Public/Civic	Office and Bed & Breakfast	—
40	Congregational Church – 1928	170 W. Sierra Madre Boulevard	Church	Church	Romanesque Revival
41	Old North Church – 1890	191 W. Sierra Madre Boulevard	Church	Church	—
42	Hart Winery Building – 1884	222 W. Sierra Madre Boulevard	Winery	Senior Citizen Center	—
43	George A. Jones Sierra Madre Dairy – 1923	241 E. Sierra Madre Boulevard	Dairy	Residential	—
44	Pioneer Cemetery – 1884 ⁸	501 E. Sierra Madre Boulevard	Cemetery	Cemetery	—
45	Caldwell/Fairbank House – 1907	647 W. Sierra Madre Boulevard	Residential	Residential	Craftsman
46	Tucker House – 1906 Old Schoolhouse (conversion)	43 Sierra Place	School	Residential	—
47	Canyon Store, Rooms, & Tea Garden – 1913	525 Woodland Drive	Commercial/Hotel	Residential	—
48	Rockledge House – 1922	651 Woodland Drive	Residential	Residential	Spanish/Mediterranean Revival
49	Kot Kontent Cabin – 1915	697 Woodland Drive	Residential	Residential	—

Notes per Debbie R. Henderson, Associate Librarian, of Sierra Madre Library:

¹ J. Gamble Carson House was completed in 1918 according to Building Biographer Tim Gregory and in 1914 according to a Sierra Madre Cultural Heritage Commission walking map. The current address is 332 Sturtevant Drive. During the 1920s the address was 332 Sturtevant Trail. The property was substantial and had more than one entrance so alternative addresses were 331 and 333 East Alegria.

² The Dupre-Nash House is also known as the Sturtevant House. Houses are most often named for their owners but they were also known by other names and in this case “Sturtevant” for the nearby trail.

³ William Deutsch was Emile Deutsch’s brother. Most sources note that this house was built in 1883; however, one typed manuscript lists it as being constructed in 1887. It has not been verified who arrived and built first, William or Emile.

⁴ The Emile Deutsch House on 20 W. Grand was moved from 21 Victoria Lane to this location.

⁵ The lodge is listed as being built around 1887 by Gladys Carter in a document she compiled about Sierra Madre’s homes built prior to 1900. However, a walking tour map developed by the Sierra Madre Cultural Heritage Commission puts the construction date at 1882.

⁶ The landmark list reads 1906 but the Cultural Heritage Commission walking tour map puts it at 1905. It is possible that the home was built in 1905. The Greene brothers were building in Sierra Madre as early as 1903. Additionally, a Ms. Reeves is listed at that location in the 1906 Dictionary of Sierra Madre.

⁷ William Paul Caley was the first Marshal of Sierra Madre. Sometimes this house is simply listed as the “Caley House.”

⁸ The cemetery address of 501 E. Sierra Madre Boulevard appears on the City Landmark list. Other cemetery location references come up as “in the 500 block of E. Sierra Madre Blvd.” Additionally, a brochure for the Pioneer Cemetery lists 601 E. Sierra Madre Boulevard. Historical files are not helpful in this instance as the Cemetery Association listed a business address in various locations over time.

5. Environmental Analysis

CULTURAL RESOURCES

Two of the city's landmarks (Episcopal Church of the Ascension and John Carlton Pegler House) are listed in the NRHP. Additionally, two buildings (Lizzie's Trail Inn [Tavern] and the Richardson House, which are the two museums used by SMHPS) are designated as California Points of Historical Interest by the California State Office of Historical Preservation. In addition to these historic landmarks and buildings, the city is also home to other places of historic significance, even though they are not listed on any local, state, or national list. The other places of historic interest include the Baker-Jameson Estate, Barlow Villa (Alverno High School) Pratt House, Berra Vista Terrace/Lewis Court, Caldwell/Fairbank House, Chloe E. Jones House, Edgar W. Camp House, Essick House, Hawks Adobe, Jameson House, Kersting Court, Mount Wilson Trail, Nature Friends Lodge and Retreat, Sierra Madre Playhouse, The Sierra Madre Canyon, Various Historic Resources at the Former Willis Estate, Ward Ranch, and Wistaria Vine. With regard to the Former Willis Estate, now known as Stonegate, it is important to note that, although the Carter Barn and Macomber Cabin located within Lot 18 of this subdivision is not listed in the City's Register of Designated Historical Landmarks, a condition of approval for this subdivision prohibits demolition of these historically significant structures and requires that they be designated as historic in the City's Register by the property owner upon issuance of a certificate of occupancy for the new residence.

Archaeological and Paleontological Resources

Per the 1996 Sierra Madre General Plan Update EIR, no archaeological or paleontological resources or sites have been identified in the City.

5.4.2 Thresholds of Significance

CEQA Guidelines Section 15064.5 provides direction on determining significance of impacts to archaeological and historical resources. Generally, a resource shall be considered "historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code Section 5024.1, Title 14 CCR, Section 4852), including the following:

- Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
- Is associated the with 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.

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

5. Environmental Analysis

CULTURAL RESOURCES

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

- C-1 Cause a substantial adverse change in the significance of an 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 Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.
- C-4 Disturb any human remains, including those interred outside of formal cemeteries.

5.4.3 Relevant General Plan Policies and Implementation Program Measures

The following are relevant policies and implementation measures of the Sierra Madre General Plan Update and Implementation Program, respectively, which are designed to reduce impacts on cultural resources as a result of implementation of the General Plan Update.

General Plan Update Policies

Land Use Element

- **Policy L8.4:** Conduct a historic resources survey to encourage retention of existing older homes and encourage the retention of these homes where there are conservation methods.
- **Policy L8.5:** Provide incentives for property owners to retrofit historically designated homes with water saving fixtures.
- **Policy L46.1:** Complete and utilize a comprehensive survey of Sierra Madre's significant historic resources according to the guidelines from the State Office of Historic Preservation.
- **Policy L46.2:** Compile and maintain an inventory (historic register) of those historical resources within the City which are identified as significant.
- **Policy L46.3:** Create a list of potential historic resources (those identified by the comprehensive survey under Policy L46.1) for special consideration under CEQA, to the extent that they would otherwise be exempt.
- **Policy L46.4:** Establish special zones or districts characterized by the presence of historical structures.
- **Policy L46.5:** Share historic preservation information with the public.
- **Policy L46.6:** Develop an information base of preservation techniques and economic incentives for the benefit of historic property owners.

5. Environmental Analysis

CULTURAL RESOURCES

- **Policy L47.1:** Consider obtaining Certified Local Government status from the State Office of Historic Preservation.
- **Policy L47.2:** Encourage property owners to submit applications to qualify appropriate properties and buildings on the National Register of Historic Places, the State Register or the City's Register of Historic Landmarks.
- **Policy L47.3:** Remove constraints on the use of historic structures by allowing for adaptive reuse of historic properties, waiving development standards, and through other appropriate means.
- **Policy L47.4:** Develop guidelines for rehabilitation and new construction, demolition control, and regulation of uses in designated structures. Demolition control to include payment of significant fines and recompense for destroying historic resources without having followed applicable procedures.
- **Policy L47.5:** Ensure that, if and when landmarks are renovated by the property owner, it is done according to the Secretary of the Interior's Standards, which accomplish the following:
 - Preservation of the distinguishing features or character of the property and its environment;
 - Allow for compatible uses which provide the maximum appreciation of the resource;
 - Allow for renovations which complement the neighborhood or historic context within which the resource exists.
- **Policy L47.6:** Consider the relaxation of current building and zoning codes, as necessary, to preserve significant structures, while ensuring that basic health and safety goals are met.
- **Policy L47.7:** Support tax incentives, protective covenants, preservation easements, code modifications, and other methods deemed mutually agreeable by the City and the property owner which will help to preserve historic resources.
- **Policy L47.8:** Allow for adaptive re-use of significant architectural and historical structures provided that the use is compatible with the neighborhood in which it is located and with the approval of the Planning Commission.
- **Policy L47.9:** At such time any loans or grants are made available through public or private agencies for the purpose of renovating landmarks, assist in obtaining the grant or loan on behalf of the property owner.
- **Policy L47.10:** Provide staff with professional historic expertise to support for the preservation program.
- **Policy L47.11:** Maintain a historic preservation ordinance which has, as its purpose, the voluntary participation of property owners in the preservation of historic resources.

5. Environmental Analysis CULTURAL RESOURCES

- **Policy L47.12:** Maintain and enact policies, regulations and programs to facilitate historic preservation.

Implementation Program Measures

Historic Preservation Implementation Program

- **Measure IM-1:** The City shall engage the services of a historic preservation consultant to complete a comprehensive survey of the City's significant historic resources according to the State Office of Historic Preservation guidelines.
- **Measure IM-2:** The City shall continue to maintain and update its Register of Historic Cultural Landmarks.
- **Measure IM-3:** The City shall establish historic overlay zones or districts characterized by the presence of historic structures.
- **Measure IM-4:** The City shall make available information regarding historic preservation programs and tours of local historic resources.
- **Measure IM-5:** The City shall seek the assistance of the Historic Preservation Society in developing an information base of preservation techniques and economic incentives for the benefit of historic property owners.
- **Measure IM-6:** The City shall consider applying to the State Office of Historic Preservation to obtain Certified Local Government Status.
- **Measure IM-7:** The City shall provide information regarding designation of historic resources and Mills Act Contracts to owners of properties identified in the comprehensive survey of historic resources.
- **Measure IM-8:** The City shall review and amend the Historic Preservation Ordinance to remove constraints on the use of historic structures.
- **Measure IM-9:** The City shall amend the Historic Preservation Ordinance to include guidelines for rehabilitation and new construction, demolition control and regulation of uses in historically designated structures.
- **Measure IM-10:** The City shall continue to require approval of a Certificate of Appropriateness for alterations to historic properties that are visible to the public.
- **Measure IM-11:** The City shall review the building and zoning codes to identify opportunities for relaxation of standards to help preserve historic structures while still meeting health and safety standards.

5. Environmental Analysis

CULTURAL RESOURCES

- **Measure IM-12:** The City shall amend the Historic Preservation Ordinance as needed to include appropriate methods, such as but not limited to, tax incentives, protective covenants, preservation easements, to help preserve historic resources.
- **Measure IM-13:** The City shall continue to allow for adaptive reuse of significant historic structures pursuant to the Historic Preservation Ordinance.
- **Measure IM-14:** The City shall assist property owners in obtaining available preservation loans and grants.
- **Measure IM-15:** The City shall set aside funds to retain a professional advisor or seek a qualified volunteer to provide guidance and interpretation for staff on the use and interpretation of applicable regulations and technical preservation information.

5.4.4 Environmental Impacts

The following impact analysis addresses thresholds of significance for which the Notice of Preparation (see Appendix A) disclosed potentially significant impacts. The applicable thresholds are identified in brackets after the impact statement.

For the impact analysis of all thresholds below, it should be noted that the large infill opportunity site shown in Figure 3-5, *Infill Opportunity Sites*, just north of Carter Avenue, which is associated with the residential subdivision known as Stonegate, is an approved development project and was analyzed under separate environmental documentation in accordance with CEQA. The impact on cultural resources resulting from Stonegate were addressed and mitigated for in that environmental documentation. Also, all residential lots within Stonegate are subject the provisions of the City's Municipal Code and the Hillside Management zone regulations (Chapter 17.52) of the City's Municipal Code, which requires that each residential development within Stonegate obtain approval of a hillside development permit.

For the purpose of the following analysis, it is also important to note that, based on the requirements of CEQA, this analysis is based on a comparison to existing land uses and does not address the differences that would result from a comparison with the existing General Plan land use map, from which there is little variation when compared to the proposed General Plan land use map.

Furthermore, it is important to note that while the General Plan Update establishes city-wide policy level guidance, includes a revision to the current land use map (see Figures 3-4, *Current Land Use Map*, and 3-6, *Proposed Land Use Map*), and modifies the development potential of certain parcels in the City (see Figure 3-5, *Infill Opportunity Sites*), it does not contain specific development project proposals. The General Plan Update is a regulatory document that sets forth the framework for future growth and development (e.g., infill development, redevelopment, and revitalization/restoration) in the city and does not directly result in development in and of itself. Before any development can occur in the city, all such development is required to be analyzed for conformance with the City's General Plan, zoning requirements, and other applicable local and state requirements; comply with the requirements of CEQA (e.g., preparation of site-specific

5. Environmental Analysis

CULTURAL RESOURCES

environmental documentation in accordance with CEQA); and obtain all necessary approvals, clearances, and permits.

Impact 5.4-1: Implementation of the General Plan Update could result in an impact on the City's historic resources. [Threshold C-1]

Impact Analysis: Adoption of the General Plan Update in itself would not directly affect any of the city's historical resources. Additionally, the proposed land use changes (see Figures 3-4, *Current Land Use Map*, and 3-6, *Proposed Land Use Map*) that would occur under the General Plan Update are not anticipated to result in a substantial impact on historic resources. However, future development activities on the infill opportunity sites (see Figure 3-5, *Infill Opportunity Sites*), which is where the majority of the development and redevelopment potential could occur under the General Plan Update, could potentially impact the city's existing historical resources (see Table 5.4-1, *Sierra Madre Designated Historical Landmarks*). These historic resources may be vulnerable to development activities accompanying infill, redevelopment, or revitalization that would be accommodated under the General Plan Update. For example, many historic buildings are located along Sierra Madre Boulevard and Baldwin Avenue, which is where many of the infill opportunity sites are located (see Figure 3-3, *Infill Opportunity Sites and Current Zoning*). Therefore, it is probable that future development in these areas of the city could impact historic resources, either directly or indirectly.

Additionally, development and redevelopment activities on the infill opportunity sites could involve the demolition of existing buildings and structures, which may be determined to be of historical significance. Furthermore, other structures in the city (including those on or adjacent to the opportunity sites) that could meet the National Register criteria upon reaching 50 years of age might be impacted by development or redevelopment activity.

However, the General Plan Update and Implementation Program include policies and implementation measures, respectively, related to preserving and maintaining Sierra Madre's many historic resources and designed to minimize impacts on historic resources. Following are some of these policies and implementation measures (refer to Section 5.4.3, *Relevant General Plan Policies and Implementation Program Measures*, for a complete list of applicable policies and implementation measures):

- **Land Use Element Policy 46.1:** Complete and utilize a comprehensive survey of Sierra Madre's significant historic resources according to the guidelines from the State Office of Historic Preservation.
- **Land Use Element Policy L47.11:** Maintain a historic preservation ordinance which has, as its purpose, the voluntary participation of property owners in the preservation of historic resources.
- **Land Use Element Policy L47.12:** Maintain and enact policies, regulations and programs to facilitate historic preservation.
- **Land Use Element Policy 46.4:** Establish special zones or districts characterized by the presence of historical structures.

5. Environmental Analysis

CULTURAL RESOURCES

- **Land Use Element Policy L47.2:** Encourage property owners to submit applications to qualify appropriate properties and buildings on the National Register of Historic Places, the State Register or the City's Register of Historic Landmarks.
- **Land Use Element Policy L47.4:** Develop guidelines for rehabilitation and new construction, demolition control, and regulation of uses in designated structures. Demolition control to include payment of significant fines and recompense for destroying historic resources without having followed applicable procedures.
- **Historic Preservation Implementation Measure IM-1:** The City shall engage the services of a historic preservation consultant to complete a comprehensive survey of the City's significant historic resources according to the State Office of Historic Preservation guidelines.
- **Historic Preservation Implementation Measure IM-3:** The City shall establish historic overlay zones or districts characterized by the presence of historic structures.
- **Historic Preservation Implementation Measure IM-5:** The City shall seek the assistance of the Historic Preservation Society in developing an information base of preservation techniques and economic incentives for the benefit of historic property owners.
- **Historic Preservation Implementation Measure IM-9:** The City shall amend the Historic Preservation Ordinance to include guidelines for rehabilitation and new construction, demolition control and regulation of uses in historically designated structures.
- **Historic Preservation Implementation Measure IM-14:** The City shall assist property owners in obtaining available preservation loans and grants.

The City also seeks to preserve its historic resources through its Historic Preservation Ordinance (Chapter 17.82 [Historic Preservation] of the City's Municipal Code). This ordinance serves to protect and preserve the City's historic landmarks through a partnership between the Sierra Madre Planning Commission, City Council and the property owners/residents, the business sector and the community at large to retain and protect those historic landmarks that preserve and enhance the city's small-town atmosphere. The 2010 California Historic Building Code (adopted by reference in Chapter 15.22 [Historic Building Code] of the City's Municipal Code) also provides regulations for the preservation, restoration, rehabilitation, relocation, or reconstruction of buildings or properties designated as qualified historical buildings or properties.

Additionally, as stated in Chapter 3, *Project Description*, one of the key vision and guiding principles of General Plan Update is to preserve and sustain Sierra Madre's distinctive character as a historic small town nestled in the foothills, but within a major metropolitan area.

Furthermore, at the time a development project is proposed adjacent to or in proximity of a known or potential historic resource, the project-level CEQA document of the development project would need to identify any impacts (direct or indirect) that the project could have on the identified historic resource. The CEQA Guidelines

5. Environmental Analysis CULTURAL RESOURCES

require a project that will have potentially adverse impacts on historic resources to conform to the Secretary of the Interior's Standards for the Treatment of Historic Properties. As discussed above, historic sites or resources listed in the National, California, or local registers maintained by the City would also be protected through local ordinances, the General Plan Update policies, and state and federal regulations restricting alteration, relocation, and demolition of historical resources.

Nevertheless, future development or improvements related to changes in land use could potentially impact historic resources and cause adverse impacts to such resources. Therefore, impacts to historic resources are considered potentially significant.

Impact 5.4-2: Future development in accordance with the General Plan Update could result in an impact on previously undiscovered archaeological and/or paleontological resources within the City. [Thresholds C-2 and C-3]

Impact Analysis: Adoption of the General Plan Update in itself would not directly affect archaeological or paleontological resources or Native American resources. Long-term implementation of the General Plan Update land use map could allow development (e.g., new development, infill development, redevelopment, and revitalization/restoration), including grading, of known and unknown sensitive areas. Grading and construction activities of undeveloped areas or redevelopment that requires more intensive soil excavation than in the past could potentially cause the disturbance of archeological, paleontological, or Native American resources. Therefore, future development that would be accommodated by the General Plan Update could potentially unearth previously unrecorded resources. Following is a discussion of potential impacts to these resources as a result of implementation of the General Plan Update.

Archeological and Paleontological Resources

The city is almost completely built out and is in a highly developed, urban area of Los Angeles County. Future development in accordance with the General Plan Update would also be very limited and occur in already built out and urbanized areas of the city (see Figure 3-3, *Infill Opportunity Sites and Current Zoning*), such as individual residential parcels in various areas of the City and commercial and manufacturing uses along Sierra Madre Boulevard. Additionally, a cultural resources record search was performed for the 1996 Sierra Madre General Plan Update EIR and did not identify any archaeological or paleontological resources or sites in the city (Sierra Madre 1996).

However, such resources may occur, although the area of their distribution is not known. There is potential for discovery of archaeological and/or paleontological resources during construction and ground-disturbing activities that consist of grading and/or excavation. In general, any development that requires excavation of undisturbed ground or to levels below current foundations has the potential to unearth unique archeological and/or paleontological resources.

Archaeological sites are protected by a wide variety of state policies and regulations enumerated under the California Public Resources Code. Cultural and paleontological resources are also recognized as nonrenewable and therefore receive protection under the California Public Resources Code and CEQA. Review and protection of archaeological and paleontological resources are also afforded by CEQA for individual

5. Environmental Analysis

CULTURAL RESOURCES

development projects that would be accommodated by the General Plan Update, subject to discretionary actions that are implemented in accordance with the land use map of the General Plan Update. Per Public Resources Code Section 21083.2 of CEQA, the lead agency is required to determine whether a development project may have a significant effect on archaeological resources. If the lead agency determines that the project may have a significant effect on unique archaeological resources, the project-level CEQA document being prepared for the development project is required to address the issue of those resources.

Additionally, the majority of the development potential of the General Plan Update would concentrate on infill opportunity sites (see Figure 3-3), which for the most part are highly disturbed. Therefore, implementation of the General Plan Update would not introduce a substantial amount of new development that would damage or impact archeological or paleontological resources.

However, long-term implementation of the General Plan Update could allow development (e.g., infill development, redevelopment, and revitalization/restoration), including grading, of unknown sensitive areas. Grading and construction activities of undeveloped areas or redevelopment that requires more intensive soil excavation than in the past could potentially cause the disturbance of archeological or paleontological resources. Therefore, future development that would be accommodated by the General Plan Update could potentially unearth previously unknown/unrecorded archeological or paleontological resources.

Impact 5.4-3: Grading activities of future development that would be accommodated by the General Plan Update could potentially disturb human remains. [Threshold C-4]

Impact Analysis: The City of Sierra Madre is almost entirely built out; therefore, additional grading activity in undisturbed and previously disturbed areas in accordance with future development that would be accommodated by the General Plan Update would be minimal. The likelihood that human remains may be discovered during site clearing and grading activities is considered extremely low. Additionally, the 1996 Sierra Madre General Plan Update EIR did not identify any archaeological or paleontological resources or sites in the City (Sierra Madre 1996). However, there could be potential for human remains to be found during project site excavation and grading activities on the infill opportunity sites, or in other areas of the city.

California Health and Safety Code, Section 7050.5; CEQA 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. Specifically, California Health and Safety Code, Section 7050.5, requires that if human remains are discovered on a project site, disturbance of the 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, by telephone within 24 hours, the Native American Heritage Commission. Although soil-disturbing activities associated with development in accordance with the General Plan Update could result in the discovery of human remains, compliance with existing law would ensure that significant impacts to human remains would not occur.

5. Environmental Analysis CULTURAL RESOURCES

5.4.5 Existing Regulations

State

- California Public Resources Code 5020–5029.5, 5079–5079.65, and 5097.9–5097.991
- California Code of Regulations, Title 24, Part 8: 2010 California Historic Building Code
- California Health and Safety Code Section 7050.5
- 2010 California Historic Building Code (California Code of Regulations, Title 24, Part 8)
- California Government Code Sections 50280 et seq.: Mills Act
- Tribal Consultation under Senate Bill 18

Local

- City of Sierra Madre Municipal Code, Chapter 17.82 (Historic Preservation)
- City of Sierra Madre Municipal Code, Chapter 15.22 (Historic Building Code)

5.4.6 Level of Significance Before Mitigation

Upon compliance with the regulatory requirements and implementation of the General Plan Update policies and Implementation Program measures, the following impacts would be less than significant: 5.4-3.

Without mitigation, the following impacts would be **potentially significant**:

- Impact 5.4-1 Implementation of the General Plan Update could adversely affect known historic resources within Sierra Madre.
- Impact 5.4-2 Undiscovered archaeological and paleontological resources could be impacted by future development in accordance with the General Plan Update.

5.4.7 Mitigation Measures

Impact 5.4-1

- 4-1 Prior to any construction activities of individual projects that may affect historic resources, a historic resources technical assessment/study shall be performed by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualifications Standards requirements in architectural history or history; the technical assessment/study shall be submitted to the City of Sierra Madre for review and approval. The technical assessment/study shall include a records search at the South Central Coastal Information Center to determine if any resources that may potentially be affected by the project have been previously recorded, evaluated, and/or designated on the National Register of Historic Places or California Register of Historic Resources, or any other state or local historic resources registry/database. Following the records search, the qualified architectural

5. Environmental Analysis

CULTURAL RESOURCES

historian or historian shall conduct a reconnaissance-level and/or intensive-level survey in accordance with the California Office of Historic Preservation guidelines to identify any previously unrecorded potential historic resources that may potentially be affected by the proposed project. If the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code Section 5024.1, Title 14 CCR, Section 4852), mitigation shall be identified within the technical study that ensures the value of the historic resource is maintained.

4-2 To ensure that individual projects requiring the relocation, rehabilitation, or alteration of a historic resource do not impair its significance, the Secretary of the Interior's Standards for the Treatments of Historic Properties (Standards) shall be used. The application of the standards shall be overseen by a qualified architectural historian or historic architect meeting the Secretary of the Interior's Professional Qualifications Standards. Prior to any construction activities that may affect the historic resource, a report identifying and specifying the treatment of character-defining features and construction activities shall be provided to the City of Sierra Madre.

4-3 If an individual project would result in the demolition or significant alteration of a historic resource, it cannot be mitigated to a less than significant level. However, recordation of the resource prior to construction activities will assist in reducing adverse impacts to the resource to the greatest extent possible (but not avoid a significant impact). Recordation shall take the form of Historic American Buildings Survey, Historic American Engineering Record, or Historic American Landscape Survey documentation, and shall be performed by an architectural historian or historian who meets the Secretary of the Interior's Professional Qualifications Standards. Documentation shall include an architectural and historical narrative; medium- or large-format black-and-white photographs, negatives, and prints; and supplementary information such as building plans and elevations and/or historic photographs. Documentation shall be reproduced on archival paper and placed in appropriate local, state, or federal institutions. The specific scope and details of documentation will be developed at the project level.

Impact 5.4-2

4-4 Prior to the issuance of any grading permit, applicant's for future development projects shall demonstrate to the City's Planning and Community Preservation Department that a Los Angeles County-certified archaeologist/paleontologist has been retained to observe grading activities greater than six feet in depth and salvage and catalogue archaeological and paleontological resources as necessary. The archaeologist/paleontologist shall be present at the pre-grade conference, shall establish procedures for archaeological and paleontological resource surveillance, and shall establish, in cooperation with the applicant, procedures for temporarily halting or redirecting work to permit the sampling, identification, and evaluation of the artifacts or fossils as appropriate.

5. Environmental Analysis

CULTURAL RESOURCES

If subsurface cultural resources are inadvertently discovered during ground-disturbing activities (e.g., construction, devegetation, etc.), the construction contractor shall ensure that all work stops within 25 feet of the find until the qualified archaeologist/paleontologist can assess the significance of the find and, if necessary, shall develop appropriate treatment or disposition of the resources in consultation with the City of Sierra Madre and representatives of any affected Native American tribes. The archaeologist/paleontologist monitor, in coordination with the construction contractor, shall have the authority to halt any project-related activities that may be adversely impacting potentially significant cultural resources. Suspension of ground disturbances in the vicinity of the discoveries shall not be lifted until an archaeologist/paleontologist monitor has evaluated the discoveries to assess whether they are classified as significant cultural resources, pursuant to the California Environmental Quality Act.

If the archaeological or paleontological resources are found to be significant, then the project applicant shall be required to perform data recovery, professional identification, radiocarbon dates as applicable, and other special studies; submit materials to the California State University, Fullerton; and provide a comprehensive final report to the City including appropriate records for the California Department of Parks and Recreation (Building, Structure, and Object Record; Archaeological Site Record; or District Record, as applicable). Any materials meeting significant criteria under CEQA should be donated to the County of Los Angeles or an accredited repository such as the Natural History Museum of Los Angeles County. Materials including isolates that do not meet those criteria may be offered to the Sierra Madre Historical Preservation Society or local school district for educational use.

5.4.8 Level of Significance After Mitigation

The mitigation measures identified above would reduce potential impacts associated with cultural resources to a level that is less than significant. Therefore, no significant unavoidable adverse impacts relating to cultural resources have been identified.

5.4.9 References

PlaceWorks. 2012, September 2012. City of Sierra Madre General Plan Update Technical Background Report.

Sierra Madre, City of. 1996. Environmental Impact Report on the General Plan Update (SCH No. 95101004). Prepared by Impact Sciences, Inc.

5. Environmental Analysis

CULTURAL RESOURCES

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