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## IV. ENVIRONMENTAL IMPACT ANALYSIS

### F. CULTURAL RESOURCES

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#### INTRODUCTION

This section of the Revised Draft EIR provides a description of historic and cultural resources within the City of Healdsburg, information on regulations relating to these issues, proposed General Plan policies relevant to historic and cultural resources, and an analysis of potential impacts related to historic and cultural resources resulting from implementation of the proposed General Plan. Information used to prepare this section was taken from the *Healdsburg 2030 General Plan Background Report* (January 2009 Draft) and the *Cultural Resources Investigation of the Healdsburg Intercity Intermodal Transportation Center Project*<sup>1</sup>.

#### ENVIRONMENTAL SETTING

##### Physical Setting

##### *Historic Resources*

Euro-American settlement began in the Healdsburg area when it became a part of the Rancho Sotoyome, a large land grant to Henry Fitch in 1841. After the Gold Rush, Euro-American settlements in the area increased sharply. Harmon Heald built the first general store in 1852, and officially laid out the town in 1857, which includes today's city plaza. The population grew from 300 in 1857 to almost 2,000 in 1887, then stabilized until the 1940s. After World War II, there was rapid growth in both the county and the city, with new suburbs extending to the north and east from the city's original core. The city has an estimated population of 11,706 (2008).

The city contains many historic buildings representing a broad range of architectural styles including Queen Anne, Italianate, Homestead, Greek Revival, and Neo-classical. In 1983, an extensive Cultural Resource Survey was published, documenting approximately 350 potentially-historic properties and sites in the city. A building's historic significance is generally related to the age of the building, whether it has been moved from its original location, its association with historically important persons, its architectural styling and integrity, and the degree to which modifications have been made. The former Carnegie Library, which now houses the City Museum, is the only building in the Urban Service Area currently listed on the National Register of Historic Properties (NRHP). However, other buildings in the Healdsburg area may be eligible for the NRHP. Maintained by the state Office of Historic Preservation, the Historic Property Data File (HPD) is a master list of all resources which have been evaluated for their potential eligibility for the state and national registers of historic maps. The Inventory of Historically-Significant and Potentially-Significant Properties for the City of Healdsburg is attached as Appendix E.

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<sup>1</sup> *PAR Environmental Services, Inc., Cultural Resources Investigation of the Healdsburg Intercity Intermodal Transportation Center Project, March 2001.*

In order to accommodate the city's growing demand for public transportation services, Sonoma County Transit (SCT) proposes to create an intermodal transit center in the city. The center would encompass the two historic Healdsburg railroad depot buildings located at 316 Harmon Street.

### ***Archaeological Resources***

The area that now comprises the city and the Urban Service Area was originally inhabited by Native Americans. This included an unusually dense Southern Pomo and Wappo tribes in the Dry Creek and Alexander Valleys, respectively. Both tribes once numbered close to 10,000 before it was decimated by small pox epidemics and hostility from the Mexican Army and later by secondary Euro-American settlements in the 1850's. Those who survived were displaced to missions or rancherias (reservations).

After the demise of local Native American settlements in the area, many village or midden sites and individual artifacts remain throughout the Healdsburg area, particularly on terraces close to creeks and the Russian River, which was a rich source of food. Many of these sites or artifacts have been recorded as part of the environmental process required for projects, or have been unearthed accidentally during construction.

### ***Paleontological Resources***

Paleontology is the study of the forms of life existing in prehistoric or geologic times, as represented by the fossils of plants, animals, and other organisms. Paleontological remains are fairly common in Sonoma County. They include the fossilized remains of plants, invertebrates, and vertebrates ranging in age from approximately 140 million years to less than 8,000 years before the present.

Rocks of the Franciscan Assemblage, which have been known elsewhere to contain paleontological remains, underlie a small area in the northern portion of the city.

## **Regulatory Setting**

### ***Federal***

#### ***National Historic Preservation Act***

Primarily Section 106 of the National Historic Preservation Act (NHPA) of 1966 governs federal regulations for cultural resources. Section 106 of NHPA requires federal agencies to take into account the effects of their undertakings on historic properties and affords the Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings. The Council's implementing regulations, "Protection of Historic Properties" is found in 36 Code of Federal Regulations (CFR) Part 800. The goal of the Section 106 review process is to offer a measure of protection to sites, which are determined eligible for listing on the NRHP. The criteria for determining NRHP eligibility are found in 36 CFR Part 60. Amendments to the Act (1986 and 1992) and subsequent revisions to the implementing regulations have, among other things, strengthened the provisions for Native American consultation and

participation in the Section 106 review process. While federal agencies must follow federal regulations, most projects by private developers and landowners do not require this level of compliance. Federal regulations only come into play in the private sector if a project requires a federal permit or if it uses federal money.

### ***State***

#### *California Environmental Quality Act*

State historic preservation regulations affecting the proposed Project include the statutes and guidelines contained in the CEQA (Public Resources Code Sections 20183.2 and 21084.1 and Section 15064.5 of the CEQA Guidelines). CEQA requires lead agencies to carefully consider the potential effects of a project on historical resources. (See the Historical Resources description below for criteria specifications.)

Several agency publications, such as the series produced by the Governor's Office of Planning and Research (OPR), provide advice on procedures to identify such resources, evaluate their importance, and estimate potential effects. OPR's technical advice series strongly recommends that agencies solicit the concerns of Native Americans and other interested persons and corporate entities, including, but not limited to, museums, historical commissions, associates and societies as part of the process of cultural resources inventory.

State and federal laws protect Native American burials, skeletal remains, and associated grave goods regardless of the antiquity, and provides for the sensitive treatment and disposition of those remains. According to Section 15064.5 of the CEQA Guidelines, all human remains are a significant resource. Section 15064.5 of the CEQA Guidelines also assigns special importance to human remains and specifies procedures to be used when Native American remains are discovered. These procedures are spelled out under Public Resources Code Section 5097.

Pursuant to Section 15064.5 of the CEQA Guidelines, archaeological resources, not otherwise determined to be historical resources, may be significant if they are unique. Pursuant to Public Resources Code Section 21083.2, a unique archaeological resource is defined as 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 one of the following criteria:

1. The resource contains information needed to answer important scientific questions and there is a demonstrable public interest in that information;
2. The resource has a special and particular quality, such as being the oldest of its type or the best available example of its type; or
3. The resource is directly associated with a scientifically recognized important prehistoric or historic event or person.

A non-unique archaeological resource means an archaeological artifact, object, or site that does not meet the above criteria. Non-unique archaeological resources receive no further consideration under CEQA.

Regarding significance of paleontological resources, the Society of Vertebrate Paleontology, a national scientific organization of professional vertebrate paleontologists, has established standard guidelines that outline acceptable professional practices in the conduct of paleontological resource assessments and surveys, monitoring and mitigation, data and fossil recovery, sampling procedures, specimen preparation, analysis, and curation. Most practicing professional paleontologists in the nation adhere to the Society of Vertebrate Paleontology assessment, mitigation, and monitoring requirements, as specifically spelled out in its standard guidelines. Paleontological resources, including individual vertebrate fossil specimens, may be considered unique or significant if it is identifiable and well preserved, and it meets at least one of the following criteria:

- is a type specimen (i.e., the individual from which a species or subspecies has been described);
- is a member of a rare species;
- is a species that is part of a diverse assemblage;
- is a skeletal element different from, or a specimen more complete than, those now available for its species; or
- is a complete specimen.

#### *California Historic Register*

The State Historic Preservation Office (SHPO) maintains the California Register of Historic Resources (CRHR). Properties listed on the NRHP are automatically listed on the CRHR, along with State Landmarks and Points of Interest. The CRHR can also include properties designated under local ordinances or identified through local historical resource surveys.

Pursuant to Section 15064.5 of the CEQA Guidelines, a historical resource (including both built environment and prehistoric archaeological resources) is presumed significant if the structure is listed on the CRHR or has been determined to be eligible for listing by the State Historical Resources Commission. A historical resource may also be considered significant if the lead agency determines, based on substantial evidence, that the resource meets the criteria for inclusion in the CRHR. The criteria are as follows:

1. The resource is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
2. The resource is associated with lives of persons important in our past;
3. The resource 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

4. The resource has yielded, or may be likely to yield, information important in prehistory or history.

#### *Native American Consultation*

Government Code §65352.3 requires local governments to consult with California Native American tribes identified by the California Native American Heritage Commission prior to the adoption or amendment of a general plan or specific plan. The purpose of this consultation is to preserve or mitigate impacts to cultural places.

#### ***Regional/Local***

The City completed a survey of historic resources in 1983. Article 17 of the Healdsburg Zoning Ordinance provides for the Historic District (H-D) Overlay, the purpose of which is to preserve, maintain and enhance the historic integrity of designated areas within the city that are of historic significance or contain significant historic structures. This Overlay District may be applied to areas of the city that are of historic significance or contain significant historic structures, as well as to individual properties with historically-significant structures in order to preserve, maintain and enhance their historic integrity. It establishes procedures for the designation of historic districts, landmarks, and buildings.

Properties may be designated following a public hearing (unless upon petition of the property owner) and upon recommendation of the Planning Commission acting as the Historic Committee. As part of applying for a historic nomination, the applicant is asked to provide qualifying criteria, which may include the property's State Historical Resource Code that was based on the City's 1983 Cultural Resources Survey. If the Survey is used as the qualifying criteria, the conclusions of the Survey are subject to verification by Planning Department staff. A nomination application for a historic district must be accompanied by a petition in support of the district's establishment signed by 66 percent or more of property owners included in the proposed district. The H-D Overlay has been applied to the properties on both sides of Johnson Street, several blocks of Matheson Street, and 11 individual buildings and properties.

Historic Committee review is required for any alteration of a building within the H-D Overlay District involving an increase of more than 25 percent of existing floor area (over a 24-month period of time) or construction of buildings over 400 square feet in floor area. Individually-designated historic buildings and sites are subject to design review approval for significant alterations. Review and approval is also required for the proposed demolition of any historic building and any building or structure within an H-D Overlay.

Many historic buildings in the Healdsburg area are not within historic districts or are not designated buildings or properties. The most serious threat to historic buildings in the Healdsburg area, other than demolition, is alterations or additions which can adversely impact the architectural integrity and historic significance of a building. In addition, incompatible new development could adversely impact existing historic resources.

## PROPOSED GENERAL PLAN POLICIES AND IMPLEMENTATION MEASURES

Proposed General Plan policies and implementation measures that affect or pertain to historic and cultural resources are listed below.

### Policies

- *CD-B-1:* The Plaza shall be preserved, reinforced and enhanced as the historic and cultural center of Healdsburg.
- *LU-D-1:* The downtown shall be defined by identifiable boundaries. Land use designations shall reinforce the distinction between the downtown and surrounding areas. Landscaping, street furniture, lighting and street trees shall be used to reinforce the distinction between the downtown and adjacent districts.
- *LU-D-3:* Formula businesses are prohibited on properties around the historic Plaza in order to preserve its character of small, unique businesses that are attractive to residents and visitors.
- *HCR-A-1:* The City will promote the protection and enhancement of Healdsburg's historically significant districts, buildings and landscape features.
- *HCR-A-2:* The City will support the efforts of owners of qualified properties in seeking local historic designation, listing on the California Register and/or the Federal Register of Historic Sites.
- *HCR-A-3:* The City will support the efforts of property owners to preserve and renovate historically significant structures.
- *HCR-B-1:* The City will consult with culturally-affiliated Native American tribes prior to amending the General Plan and adopting or amending specific plans, and when a sacred site is to be placed in permanent open space, consistent with state law.
- *HCR-B-2:* The City will work with culturally-affiliated Native American tribes to identify and appropriately address cultural resources and tribal sacred sites through the development review process.
- *HCR-B-3:* The City will avoid or mitigate to the maximum feasible extent impacts of development on Native American archaeological and cultural resources.
- *HCR-B-4:* The City will encourage voluntary landowner efforts to protect cultural resources and tribal sacred sites of culturally-affiliated tribes consistent with state law.

### Policy Implementation Measures

- *HCR-1:* Update the Cultural Resources Survey per the guidelines of the State Office of Historic Preservation and the U.S. Department of the Interior in order to identify structures and districts that are historically significant at the local, state and federal level.

- *HCR-2*: Continue to administer the Historic Overlay Zoning District.
- *HCR-3* Amend Healdsburg Zoning Ordinance Article 17 to require Historic Committee review of streetscape improvements within Historic Overlay Districts to ensure that they enhance and are compatible with the historic character. Streetscape features deemed to be historic shall be retained.
- *HCR-5*: Amend the Zoning Ordinance to clarify that the Ordinance's heritage tree protection provisions may be extended to trees or groups of trees with historic significance.
- *HCR-6*: Develop a demolition procedure for adoption by the City Council to protect historic resources to the maximum feasible extent.
- *HCR-7* Maintain an agreement with the Northwest Information Center of the California Historical Resources Information System for the conduct of prehistoric and historic archaeological assessments and determinations of the prehistoric and historic sensitivity of areas for which project applications have been submitted to the City of Healdsburg.
- *HCR-8* Refer proposals for projects that are not categorically exempted from the California Environmental Quality Act to the Northwest Information Center for evaluation and a recommendation as to whether further study is required to determine the presence of archaeological resources. If further study is recommended, the project applicant shall contract with a qualified professional to conduct the study and make recommendations designed to avoid or minimize adverse impacts on cultural or historic resources and indicate whether further investigation is needed. All studies shall be completed and submitted to the City of Healdsburg prior to the completion of any environmental document for the project.
- *HCR-9* Contact the Native American Heritage Commission for a Sacred Lands File Check and a list of appropriate Native American contacts for consultation concerning projects that are not categorically exempted from the California Environmental Quality Act and to assist in the development of appropriate mitigation measures.
- *HCR-910*: Refer draft environmental documents, including any studies and recommended mitigation measures, to the appropriate Native American tribes for review and comment as part of the public review process for such documents. Mitigation measures to avoid or minimize impacts on Native American cultural resources may include the execution of a Cultural Resources Treatment Agreement between the developer and the appropriate tribe(s) that address the treatment and disposition of cultural resources and human remains, and tribal monitoring during earth-disturbing activities.
- *HCR-1011*: Consult with culturally-affiliated Native American tribes prior to designating open space in order to protect the identity of any cultural places that exist on the proposed open space and develop a treatment plan and management plan for any such cultural places.
- *HCR-1112*: Work with culturally-affiliated Native American tribes to acquire and hold conservation easements on terms mutually satisfactory to the tribe and landowner for purposes of protecting the tribe's cultural places.
- *HCR-13* Require plans for grading and building permits that propose the disturbance of soil to include a note that requires the permit holder to notify the City if archaeological resources are discovered during construction in order to identify and evaluate the resources, if appropriate.

## ENVIRONMENTAL IMPACTS

### Methodology

Impacts associated with cultural and historical resources were evaluated based on the information found within the *Healdsburg 2030 General Plan Background Report*, the City's historic resource regulations, including Article 17 of its Zoning Ordinance, which provides for the H-D Overlay District, and the *Cultural Resources Investigation of the Healdsburg Intercity Intermodal Transportation Center Project*. These source documents were reviewed for their applicability to this impact analysis.

### Thresholds of Significance

In accordance with Appendix G to the CEQA Guidelines, the proposed Project would have a significant impact related to cultural resources if it would:

- (a) Cause a substantial adverse change in the significance of an historical resource as defined in Section 15064.5;
- (b) Cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5;
- (c) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature;  
or
- (d) Disturb any human remains, including those interred outside of formal cemeteries.

Section 15064.5(b) of the CEQA Guidelines states that "Substantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such as the significance of an historical resource would be materially impaired."

### Project Impacts

***Impact IV.F-1: The proposed Project would not cause a substantial adverse change in the significance of an historical resource as defined in Section 15064.5.***

Most of the proposed General Plan goals, policies, and implementation measures that would affect historic resources would not result in significant impacts because policies are proposed to minimize impacts to these resources. However, the proposed Project could result in new development that is incompatible with a historic district or individual historic buildings due to its design, size, or scale. The city includes two areas governed by H-D Overlay Districts, ten buildings and one site (Healdsburg Plaza) that are currently locally-listed as historic. Historic buildings and potential districts which have not been surveyed for historic status could be adversely impacted by new development or alterations. The City's Cultural Resources Survey was last completed in 1983, leaving potentially-historic buildings and even districts unprotected.

Policy CD-B-1 supports the preservation of the Plaza as the historic and cultural center of the city and Policy LU-D-3 prohibits formula businesses around the Plaza to protect the character of the Plaza. Both Policy HCR-A-1 and Policy HCR-A-2 promote historic preservation through the protection and

enhancement of the City's historically significant districts, buildings and landscape features and in supporting the efforts of owners of qualified properties in seeking local historic designation, listing on the California Register and/or the NRHP. Additionally, Implementation Measure HCR-4 would protect historic trees.

Future development that would occur within designated historic districts would not result in a significant adverse change to historic resources. The City Zoning Ordinance requires that the City Historic Committee review any alteration of a building within a District involving more than 25 percent of existing floor area (over a 24-month period of time) or construction of buildings over 400 square feet in floor area. Individually-designated historic buildings and sites, and any buildings within a designated historic district, require design review approval for any significant alterations.

As part of the proposed transit center, the Healdsburg depot buildings would undergo exterior cosmetic maintenance. A Finding of Effect assessment will be completed for these improvements, and consultation with FTA, SCTA, SHPO and the Advisory Council on Historic Preservation will be undertaken to determine any appropriate mitigation. Architectural design work would follow guidelines found in the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1992). The 1880 house at 329 Harmon Street (Resource No. 9) and the A. F. Stevens Mill & Lumber Co. Historic District (Resource No. 13) would not be directly impacted by the proposed Project. Indirect effects to these properties would be discussed in the Finding of Effect document prepared for the proposed Project. Therefore, impacts related to significant historical resources would be *less than significant*.

***Impact IV.F-2: The proposed Project would not cause a substantial adverse change in the significance of an archaeological resource pursuant to Section 15064.5.***

Policies HCR-B-1 through HCR-B-4 would protect archaeological resources by requiring consultation with culturally-affiliated Native American tribes prior to the adoption of any plans or actions to place sacred sites permanently in open space areas. The policies require that the city work with tribes to identify, address, and mitigate impacts to cultural resource sites and to encourage voluntary landowner efforts to do the same, consistent with state law. Specifically, Policy HCR-B-3 requires that the city avoid or mitigate to the maximum feasible extent impacts of development on Native American archaeological and cultural resources. Additionally, Implementation Measures HCR-8 through HCR-10 requires coordination with tribes to avoid impacts to cultural resources. The city would continue to refer project applications for discretionary permits to the Northwest Information Center (NWIC) in order to determine if the site might contain archeological resources. If, based on the initial consultation, a site is likely to contain these resources, the city would require further study of the site if recommended by the NWIC and protective mitigation measures if necessary. Therefore, disturbance of archaeological resources would be *less than significant*.

***Impact IV.F-3: The proposed Project would not directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.***

Within the Planning Area, paleontological remains could occur in the Franciscan Assemblage (Jurassic), which underlies a small area in the northern portion of the Planning Area on property owned by the

Sonoma County Agriculture Preservation and Open Space District. Because ground-disturbing construction on this property would be limited to the construction of trails, the proposed Project does not have the potential to result in significant impacts to unrecorded buried paleontological deposits. Therefore, disturbance of paleontological resources would be *less than significant*. No unique geological features have been identified for the Planning Area. Therefore, there would be *no impact* related to a unique geologic feature.

***Impact IV.F-4: The proposed Project would not disturb any human remains, including those interred outside of formal cemeteries.***

Excavation during construction activities associated with buildout of the proposed Project could disturb human remains, and because human burials outside of formal cemeteries often occur in prehistoric archaeological contexts, the potential exists for the disturbance of Native American burials, as well as for more recent remains. California Health and Safety Code Section 7050.5 states that if human remains are unearthed during construction, no further disturbance shall occur until the Sonoma County Coroner Unit has made the necessary findings as to origin and disposition. If the remains are determined to be those of a Native American, the coroner must contact the Native American Heritage Commission within 24 hours of identifying the remains as being those of a Native American.

In addition, Implementation Measures HCR-8 and HCR-9 would identify, protect, and preserve cultural resources during the city's development and environmental review process. These implementation measures also require monitoring of earth-disturbing activities in archaeologically- and culturally-sensitive areas, as well as evaluation by a qualified archaeologist of cultural resources found prior to or during construction and application of appropriate mitigation measures. Therefore, disturbance of human remains would be *less than significant*.

## **CUMULATIVE IMPACTS**

The geographic context for the analysis of cumulative impacts related to historic and cultural resources consists of unincorporated areas of Sonoma County near the city. Development in unincorporated areas of the county may require grading and excavation that could potentially affect cultural resources, including human remains. If these resources are not protected when they are discovered, the cumulative effect of these projects would contribute to the continued loss of cultural resources. CEQA requirements for protecting cultural resources and human remains are applicable to development in the county, as are local cultural resource protection ordinances. This includes referring development applications for discretionary permits to the NWIC in order to determine if the site might contain cultural resources. If subsurface cultural resources are protected upon discovery as required by law, impacts to those resources would be less than significant. As indicated above, given the proposed General Plan policies and implementation measures that would protect resources and would be enforced throughout construction activities, the contribution of potential impacts from development in the Planning Area to the cumulative destruction of cultural resources in the county would be *less than significant*.

## **MITIGATION MEASURES**

With implementation of applicable regulations and the proposed General Plan policies and implementation measures listed above, no mitigation measures would be required for Impacts IV.F-1 through IV.F-4. Additionally, no mitigation measures would be required for cumulative impacts.