

## 5.10 CULTURAL RESOURCES

This section describes the potential impacts of the project on cultural resources. It includes an assessment of significance for identified cultural resources and an evaluation of potential impacts to cultural resources that could result from implementation of the proposed project. This section is based upon an Archaeological and Historical Investigations report completed for the proposed project site in January 2005. This report is available for review at Elk Grove City Hall.

### 5.10.1 EXISTING SETTING

#### PREHISTORIC AND ETHNOGRAPHIC BACKGROUND

The earliest evidence of prehistoric use in the Central Valley Region is present at several sites, including the Cosumnes River. These sites demonstrate Native American use of the entire Central Valley and its margins between 10,000 and 6,000 B.C.

Archeological evidence indicates that the valley was first occupied during the Pleistocene times. Along the Cosumnes River crude stone tools, estimated to be 18,000 years old, have been found. Older archeological sites may exist buried beneath alluvial deposits. State-wide evidence suggests that California was occupied by transient hunters and gatherers prior to 8,000 years ago.

Due to the deposit of cultural materials, village sites are easily identified and placed in a temporal context. Archeological research for the prehistoric and protohistoric periods have established a chronological sequence: the early horizon circa 5,500 to 2000 B.C., the middle horizon 2000 B.C. to A.D. 300, and the late horizon A.D. 300 to 1800.

Ufian populations are thought to have entered this portion of California about 4,000 years ago. The Windmill Pattern (Early Horizon), as defined by Fredrickson, points to an occupation beginning around 2500 B.C. and continuing until around 500 B.C.. The Windmill Pattern is succeeded over a range of years (from about 500 B.C. in the Delta to A.D. 500 in the Central Valley) by the Berkeley Pattern (Middle Horizon), which appears related to subsidence strategies and movements of Miwok. The final pattern defined by Fredrickson is the Augustine (Late Horizon). Sites in the Central Valley date from A.D. 580 to A.D. 1605. This pattern appears to represent large, dense populations, each with a major tribelet center surrounded by smaller villages and may represent the southward incursion of Wintu populations. It is estimated that at least 50,000 individuals lived in the Sacramento Valley at one time, with dense population concentrations in the region.

The majority of the lower reaches of the Cosumnes River Basin and most of present-day Sacramento County are in territory claimed by the Plains Miwok. The Plains Miwok relied on the rich resources of the delta and surrounding area for both dietary needs and material culture. Social structure was centered on the tribelet, with small satellite villages radiating from a main tribelet center. The closest ethnographic Miwok tribelet, identified as Hulpumne, was located west of the city, possibly with a principal village less than one-half mile west of the area.

#### HISTORICAL OVERVIEW OF ELK GROVE

Elk Grove was of primary importance to the development of the southern portion of Sacramento County. James Hall, who built a hotel on the site of Old Elk Grove, founded Elk Grove in 1850. The introduction of the railroad line through Sacramento established Elk Grove as a town. Shortly after construction of the railroad line, the core of Old Elk Grove was created and served as a focal point of business and settlement.

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During the early 1900s, many structures were built, including the Toronto Hotel, the Elk Grove Bank, the old Post Office, and the Drug Store Building. Currently, there are 79 properties listed in the Historical Property file. Many of the original structures in Elk Grove still exist, which has resulted in the listing of the Elk Grove Historic District on the National Register of Historic Places. In addition, many structures of potential historical significance exist in other locations in the City.

### SITE BACKGROUND

The project is located in the City of Elk Grove approximately two miles east of the Elk Grove Boulevard/Interstate 5 Interchange. The project Area of Potential Effects (APE) includes the area along Elk Grove Boulevard from the UPRR Overhead Bridge to Franklin Boulevard, and the area along Franklin Boulevard between Elk Grove Boulevard and Poppy Ridge Road. A section of the Stone Lakes National Wildlife Refuge is also within the project APE.

Archaeological and historical investigations included archival research and field survey of the project APE. These investigations identified two historic sites, CA-SAC-637-H (a dairy) and CA-SAC-638-H (a private residence), either within or adjacent to the project APE and determined that the UPRR Overhead Bridge is less than 45 years old. Pedestrian surface survey of the project APE did not identify any other cultural resources and determined that sites CA-SAC-637-H and CA-SAC-638-H were previously demolished for a residential development. There are no cultural resources within the project APE, and a finding of "No Historic Properties Affected" is appropriate for the proposed project.

### 5.10.2 REGULATORY FRAMEWORK

#### STATE OF CALIFORNIA

The California Environmental Quality Act (CEQA) requires that lead agencies determine whether projects may have a significant effect on archaeological and historical resources. This determination applies to those resources which meet significance criteria qualifying them as "unique," "important," listed on the California Register of Historical Resources (CRHR), or eligible for listing on the CRHR. If the agency determines that a project may have a significant effect on a significant resource, the project is determined to have a significant effect on the environment, and these effects must be addressed. If a cultural resource is found not to be significant under the qualifying criteria, it need not be considered further in the planning process.

CEQA emphasizes avoidance of archaeological and historical resources as the preferred means of reducing potential significant effects. If avoidance is not feasible, an excavation program or some other form of mitigation must be developed to mitigate the impacts.

#### CITY OF ELK GROVE GENERAL PLAN

The City of Elk Grove General Plan contains one policy encouraging the inventory, protection, and interpretation of significant archaeological and historical resources. **Table 5.10-1** identifies this policy and summarizes the project's consistency with the General Plan. While this EIR analyzes the project's consistency with the General Plan pursuant to CEQA Section 15125(d), the Elk Grove City Council determines consistency with the General Plan.

TABLE 5.10-1  
PROJECT CONSISTENCY WITH GENERAL PLAN CULTURAL RESOURCE POLICIES

General Plan Policies	Consistency with General Plan	Analysis
<p><b>Policy HR-6:</b> Protect and preserve prehistoric and historic archaeological resources throughout the City.</p>	<p>Yes</p>	<p>No known significant archaeological, prehistoric, or historic sites are located on the project site. The project would protect any unknown prehistoric or historic archaeological resources, consistent with this policy through halting work and consulting with qualified archaeologist to evaluate the find and recommend mitigation, if necessary.</p>

5.10.3 IMPACTS AND MITIGATION MEASURES

STANDARDS OF SIGNIFICANCE

The impact analysis provided below is based on the following State CEQA Guidelines Appendix G thresholds of significance:

- 1) Cause a substantial adverse change in the significance of a historical resource as defined in Section 15064.5.
- 2) Cause a substantial adverse change in the significance of an archeological resource pursuant to Section 15064.5.
- 3) Directly or indirectly destroy a unique paleontological resource or site or unique geologic feature.
- 4) Disturb any human remains, including those interred outside of formal cemeteries.

According the CEQA Guidelines Section 15064.5(a), "historical resources" shall include the following:

- 1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Pub. Res. Code SS5024.1, Title 14 CCR, Section 4850 et seq.).
- 2) A resource included in a local register of historical resources, as defined in Section 5020.1(k) of the Public Resources Code or identified as significant in an historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, shall be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or cumulatively significant.
- 3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be an historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource shall be considered by the lead agency to be

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"historically significant" if the resource meets the criteria for listing on the California Register of Historical Resources (Pub. Res. Code §§5024.1, Title 14 CCR, Section 4852) including the following:

- a. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
  - b. Is associated with the lives of persons important to our past;
  - c. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possess high artistic values; or
  - d. Has yielded, or may be likely to yield, information important in prehistory or history.
- 4) 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 Section 5020.1(k) of the Public Resources Code), or identified in an historical resources survey (meeting the criteria in Section 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 Sections 5020.1(j) or 5024.1.

CEQA establishes statutory requirements for establishing the significance of archaeological resources (prehistoric-era) in Section 21083.2 and historical resources (historic-era) in Section 21084.1. Section 21083.2 defines a "unique archaeological resource" 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 any of the following criteria:

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

Section 21084.1 defines historical resources as those listed on or eligible for listing on the California Register. The two sections operate independently to ensure that significant potential effects on archaeological and historical resources are considered as part of a project's environmental analysis.

The newly adopted California Register of Historic Resources establishes a third set of criteria for determining the significance of historical resources, which by definition includes prehistoric-era and historic-era resources (the California State Register Bill, PRC 5020 et seq.). The Register establishes 50 years as the period in which sufficient time has passed to allow a scholarly perspective in understanding the historic importance of a resource. A historical resource must be significant at the local, State, or national level under one or more of the following four criteria:

- 1) It is 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;
- 2) It is associated with the lives of persons important to local, California, or national history;
- 3) It 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; or,
- 4) It has yielded, or has the potential to yield, information important to the prehistory or history of the local area, California, or the nation.

A historical resource must also retain the integrity of its physical identity that existed during the resource's period of significance and is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association.

All three sets of criteria must be addressed when evaluating the significance of archaeological and historical resources under CEQA. Resources that are not deemed significant through formal evaluation need not be considered further in the CEQA process. In practice, however, ascertaining that a resource is not "unique," not "important," and does not meet California Register criteria may involve more research, analysis, and testing than if the resource could be avoided or standard mitigation measures adopted for project impacts.

### METHODOLOGY

The purpose of the cultural resources inventory was to identify any cultural resources 45 years or older, located in the project area. The 45-year criterion (as opposed to the 50-year threshold for considering the significance of most cultural resources under CEQA criteria) is a published opinion by the California Office of Historic Preservation that there is commonly a five-year lag between identification of cultural resources and the date when planning decisions are made.

City of Elk Grove cultural resources staff conducted archaeological and historical investigations, which included: a records search at the North Central Information Center at California State University, Sacramento; a sacred lands search conducted by the Native American Heritage Commission (NAHC); consultation with the Native American community; pedestrian surface survey of the APE for the Franklin Boulevard Widening Project; and completion of a report that documents the results of archaeological and historical investigations and presents management recommendations, as appropriate, for cultural resources (e.g., prehistoric sites, historic sites, and/or historic buildings) within project boundaries.

The record search for the project identified five previous surveys (cf., Peak & Associates 1980, 1995; Public Anthropological Research 1985; Jensen 2001; and Sharpe and Bard 2002) either within or adjacent to the project APE; and two historic sites, CA-SAC-637-H (a dairy) and CA-SAC-638-H (a private residence), within or adjacent to the project APE. Archival research also determined that the UPRR Overhead Bridge is less than 45 years old. Previous surveys, however, within the project APE did not cover the entire APE. Therefore, an intensive pedestrian surface survey was conducted across the entire APE for the Franklin Boulevard Widening Project using 10 meter transects. Vegetation (e.g., brush and grasses) across sections of the project APE affected surface visibility, but areas of native soil and open spaces in the vegetation provided sufficient surface visibility for adequate survey of the project APE.

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Pedestrian surface survey of the project APE did not identify any cultural resources, but did determine that sites CA-SAC-637-H, the Jungkeit Dairy previously recorded at 9571 Franklin Boulevard (APN: 132 0020 033 0000) (Gerry 1995a), and CA-SAC-638-H, a private residence previously recorded at 9853 Franklin Boulevard (APN: 132 0020 005 0000) (Gerry 1995b) were previously demolished for a residential development. Pedestrian surface survey also identified that the project APE was previously disturbed by a variety of construction activities (e.g., road and residential construction) and also that roadway improvements were currently underway along Franklin Boulevard immediately south of the proposed project site. Approximately half of the project APE was previously surveyed and the APE was previously disturbed by a variety of ground disturbing activities (e.g., agriculture, road construction, and residential development). The project APE is not an archaeologically sensitive area. No cultural resources 45 years old or older were identified through record searches or the cultural resources inventory.

### PROJECT IMPACTS AND MITIGATION MEASURES

#### Impact 5.10.1 Known Cultural Resources

PP, AB, AC, AD The proposed project is not located in an area known to contain historical, archeological, paleontological, or other cultural resources. Therefore, **no impact** is anticipated in association with known cultural resources.

AA Under the No Project alternative, there would be **no impact** to known historical, archaeological, paleontological, or other cultural resources because there would be no construction.

### DISCUSSION

The project site and surrounding area is used for commercial use and contains a partially landscaped corridor. Archaeological and historical investigations included archival research and field survey of the project APE. These investigations identified two historic sites, CA-SAC-637-H, the Jungkeit Dairy previously recorded at 9571 Franklin Boulevard (APN: 132 0020 033 0000) and CA-SAC-638-H, a private residence previously recorded at 9853 Franklin Boulevard (APN: 132 0020 005 0000). However, these sites were previously demolished for residential development.

A sacred lands search and a list of Native American contacts were requested from the NAHC. The sacred lands search completed by the NAHC in September 2004 did not identify any Native American cultural resources either within or near the APE for the Franklin Boulevard Widening Project. Pacific Municipal Consultants contacted all groups and/or individuals on the list provided by the Native American Heritage Commission regarding the Franklin Boulevard Widening Project. The City of Elk Grove, to date, has not received any comments regarding the project from any interested parties.

Therefore, the proposed project would have no impact on known prehistoric, historic, archeological, or paleontological resources.

#### Mitigation Measures

None required.

### Impact 5.10.2 Undiscovered Cultural Resources

- PP, AB, AC, AD     The project could destroy or disturb currently unknown cultural resources that lie buried on the project site. This would be a **less than significant** impact.
- AA                    Under the No Project alternative, there would be **no impact** to unknown historical, archaeological, paleontological, or other cultural resources because there would be no construction.

### DISCUSSION

There are no known cultural resources on the project site. The project site is not located in a sensitive area as depicted on Figure 4.11-1 of the City of Elk Grove General Plan Environmental Impact Report (City of Elk Grove, 2003). However, the potential exists during site grading and construction for the discovery of buried deposits or features from the archaeological, paleontological, and/or historical past. These may include artifacts, objects and locations associated with an event or person of California or American history or prehistory which constitute resources of importance under CEQA and are eligible for the California Register or National Register.

However, should a previously unidentified or unanticipated archaeological resource, paleontological resource, or human remains be discovered during project construction, the City of Elk Grove requires the construction contractor to implement the following actions pursuant to the Archaeological and Paleontological Policy HR-6-Action 2 of the General Plan:

- The Planning Division shall be notified immediately if any prehistoric, archaeological, or paleontological artifact is uncovered during construction. All construction must stop and an archaeologist that meets the Secretary of the Interior's Professional Qualifications Standards in prehistoric or historical archaeology shall be retained to evaluate the finds and recommend appropriate action.
- All construction must stop if any human remains are uncovered, and the County Coroner must be notified according to Section 7050.5 of California's Health and Safety Code. If the remains are determined to be Native American, the procedures outline in CEQA Section 15064.5 (d) and (e) shall be followed.

### Mitigation Measures

None required.

## 5.10.4 CUMULATIVE SETTING, IMPACTS, AND MITIGATION MEASURES

### CUMULATIVE SETTING

The cumulative setting for cultural resources is the Elk Grove Planning Area, which includes the area within the City limits as well as areas adjacent to the City limits, which are identified as Urban Study Areas. In general, the Elk Grove area is known to be rich in cultural resources. While many prehistoric and historic sites and resources have been identified, the probability is high that many of these resources remain undiscovered in areas, which have yet to be developed.

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### CUMULATIVE IMPACTS AND MITIGATION MEASURES

#### Impact 5.10.3 Cumulative Impacts to Cultural Resources

PP, AB, AC, AD Implementation of the proposed project is not anticipated to disturb any known historical, archaeological, paleontological, or other cultural resources on the project site. Therefore, cumulative impacts to such resources are considered **less than significant**.

AA Under the No Project alternative, there would be **no impact** to known or unknown historical, archaeological, paleontological, or other cultural resources because there would be no construction.

### DISCUSSION

As stated previously, there are no known prehistoric or historic cultural resources associated with the project site. Should any previously unknown resources be discovered during construction, compliance with the City of Elk Grove General Plan Policy HR-6-Action 2 would reduce the project's impacts on such resources to less than significant. Impacts to cultural resources are typically mitigated on a project-by-project basis. Therefore, the project would not contribute to the loss of any prehistoric or historic cultural resources and cumulative impacts to cultural resources are considered less than significant.

#### Mitigation Measures

None required.

### REFERENCES

City of Elk Grove, 2005. *Archeological and Historical Investigations for the Franklin Boulevard Widening Project*. January 2005.

City of Elk Grove, 2005. *City of Elk Grove General Plan, Conservation and Air Quality Element*. Elk Grove, CA. Adopted November 2003; amended January 2005.

City of Elk Grove, 2003. *City of Elk Grove General Plan Draft Environmental Impact Report*. Elk Grove, CA. August, 2003.

Nadolski, John. *Archaeological and Historic Investigations for the Bond Road Widening Project II*. January, 2005.