

Appendix E.2

Historic Resource Technical Report

Historical Resource Technical Report

Starlight Solar Project

Boulevard, CA, 91905

PDS2022-MUP-22-010

Lead Agency

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NATIONAL ARCHAEOLOGICAL DATABASE (NADB) INFORMATION

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Report Title:	Historic Resources Technical Report for the Starlight Solar Project, Boulevard, San Diego, California; PDS2022-MUP-22-010.
Type of Study:	Historical Built Environment Study
New Sites:	19 Total; P-37-40879, P-37-40880, P-37-40881, P-37-40882, P-37-40883, P-37-40884, P-37-40885, P-37-40886, P-37-40887, P-37-40888, P-37-40889, P-37-40890, P-37-40891, P-37-40892, P-37-40893, P-37-40894, P-37-40895, P-37-40896, P-37-40897
Updated Sites:	P-37-025680 – San Diego & Arizona (Eastern) Railroad
USGS Quads:	Live Oak Springs and Tierra del Sol (1:24,000)
Acreage:	1,076 acres (Project Area)
Keywords:	Built environment survey; Boulevard; Jewel Valley

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LIST OF ACRONYMS

APN	Assessor's Parcel Number
BESS	Battery Energy Storage System
CEQA	California Environmental Quality Act
CHRIS	California Historical Resources Information Center
CRHR	California Register of Historic Resources
DPR	Department of Parks and Recreation
MUP	Major Use Permit
MW	Megawatts
NADB	National Archaeological Data Base
NRHP	National Register of Historic Places
PH	Photovoltaic
OHP	California Office of Historic Preservation
ROW	Right-of-Way
SD&AR	San Diego & Arizona Railroad
SD&AE	San Diego & Arizona Eastern Railroad
SCIC	South Coastal Information Center
SHPO	State Historic Preservation Office
SPRR	Southern Pacific Railroad
U.S.	United States
USGS	U.S. Geological Survey

EXECUTIVE SUMMARY

The purpose and scope of this historic resource investigation and Historical Resource Technical Report (HRTR) is to identify historical resources located within the Starlight Solar Project Area in Boulevard, San Diego County, California. The report evaluates the project study area for potential historical resources under the California Register of Historical Resources (CRHR) and the San Diego County Local Register of Historic Resources (Local Register). The proposed Starlight Solar Project involves the construction of solar facility that would use photovoltaic (PV) electric generation technology to produce up to 100 megawatts (MW) of alternating current (AC) solar energy at the utility scale, a 217.4-MW battery energy storage system (BESS), a collector substation, and the creation of a biological conservation easement within portions of project area. The project is located in the area of Boulevard, a rural census-designated community in southeast San Diego County.

The survey was completed by Urbana Preservation & Planning, LLC (Urbana) to inform San Diego County and project design professionals of potential impacts to historic-era built environment resources located within the study area that meet the definition of a historical resource pursuant to Section 15064.5 of the California Environmental Quality Act (CEQA) Guidelines. The study does not evaluate archaeological resources. As part of this HRTR study, a California Historical Resources Information System (CHRIS) records search of the study area was completed through the South Coastal Information Center (SCIC) located at San Diego State University. All buildings and structures over 45 years old located within the proposed study area were documented and evaluated for historical significance. The significance evaluation included conducting archival and building development research for each historic resource and the completion of a historic context of the area.

This HRTR was prepared consistent with the *County of San Diego Report Format and Content Requirements for Cultural Resources, Archaeological, and Historic Resources* (County of San Diego, 2007) pursuant to CEQA Guidelines. Urbana historian Alexia Landa, B.A. prepared this HRTR under the guidance of Wendy L. T. Becker, RPH, AICP, Principal. Urbana personnel meet *The Secretary of the Interior's Professional Qualifications Standards* in the disciplines of history and architectural history. Preparer qualifications are included in **Appendix D**.

A total of twenty historic-era resources over 45 years of age were identified within the study area. The resources consist of 19 unimproved roads and a small segment of the former San Diego & Arizona Railroad (P-37-025680). The structures were evaluated under the CRHR and the San Diego County Local Register of

Historical Resources, Ordinance No. 9493 (Section 396.7), which largely conform to the CRHR criteria. A historical resource must be significant at a local or state level under the four established criteria which includes: association with significant events; a direct association with a significant individual; exhibits the distinctive characteristics in a type, period, region, or method of construction or represents the work of an important individual, or high artistic values; and information potential. Although the twenty identified historic-era structures meet the age threshold that defines a historic resource under the CRHR and Local Register, none were found eligible under any of the established CRHR or local criteria. The identified roads were among several typical unimproved roads that proliferated throughout the region providing access to early homesteads, ranches, agricultural areas, and transport routes to and from the international border with Mexico. No evidence was found regarding the roads to suggest they possess individual documented significance under CRHR/Local Criterion 1/V.(b) (1). A direct association with significant individuals was not established under CRHR/Local Criterion 2/V.(b) (2). The roads do not exhibit distinctive design features, important innovations, or reflect an evolution in road building practices in the area of engineering under CRHR/Local Criterion 3/V. (b) (3). Lastly, the roads are unlikely to yield information important to prehistory or history under CRHR/Local Criterion 4/V. (b) (4). Segments of the former San Diego & Arizona Railroad were previously recorded and updated over the years. In 2020, the railroad in its entirety was found not eligible under the NRHP through a Section 106 consensus process. The current evaluation concurs with the previous findings that the railroad (P-37-025680) is not a historic resource under CEQA or local criteria.

No designated or potential historical resources are located within the boundaries of the Starlight Solar Project. Future discretionary projects would not result in an effect to a historical resource within the study area and would not cause substantial adverse change to the environment relative to historical resources. Because no impacts to historical resources would occur, no mitigation measures have been stipulated or required as part of this HRTR.

Department of Parks and Recreation (DPR) 523 series forms are included in **Appendix A**. Historic and current maps, showing the project location, are included in **Appendix B**. Record search results are included in **Appendix C**.

1.0 INTRODUCTION

This historical assessment was prepared by Urbana Preservation and Planning to determine the significance of potential historic resources located within the Starlight Solar Project area in Boulevard, California. The Historical Resource Technical Report (HRTR) study involved the completion of a California Historical Resources Information System (CHRIS) records search completed through the South Coastal Information Center (SCIC) located at San Diego State University. All historic built environment resources identified within the project area were documented on Department of Parks and Recreation (DPR) 523 site forms (**Appendix A**). Evaluations included conducting archival and building development research of the study area and the completion of a historic context of the region.

The proposed Starlight Solar Project involves the construction of solar facility that would utilize photovoltaic (PV) electric generation technology, a 217.4-MW battery energy storage system (BESS), a collector substation, and the creation of a biological conservation easement within assessor parcel numbers (APN) 659-130-03, 659-140-01, and 659-140-02.

This study was conducted in accordance with Section 15064.5 of the California Environmental Quality Act (CEQA) Guidelines. Historic built environment resources located in the study area were evaluated in consideration of the California Register of Historical Resources (CRHR) and the County of San Diego designation criteria and integrity requirements. This section of the report provides a project description and its environmental setting, historic context for the area, and a summary of the applicable regulations and criteria for evaluation of resource importance. Section 2.0 address the guidelines for determining significant environmental impacts. Section 3.0 is an analysis of project effects, including research methods and results. Section 4.0 details the historical evaluation and potential for significant impacts, followed by the evaluations of effects in Section 5.0. The Department of Parks and Recreation (DPR) 523 series forms are included in **Appendix A**. Historic and current maps, showing the project location, are included in **Appendix B**. Record search results are included in **Appendix C**.

1.1 PROJECT DESCRIPTION AND LOCATION

The project (study) area is located in Boulevard, a rural census-designated community in the Mountain Empire Subregion of southeastern San Diego County (**Figure 1-1**). Boulevard is located approximately 66-miles east of downtown San Diego and encompasses an area of over 10 square miles. Regionally, the community is neighbored to the north by the McCain Valley, to the west by the unincorporated community of Campo, to the east by the Jacumba Hot Springs and Jacumba Mountains, and to the south by the United

States-Mexico international border. Boulevard is situated in a unique transitional area that straddles a mountain ridge known as the Tecate Divide, providing views of the surrounding mountains ranges, which include the Laguna, In-Ko-Pah, Sierra Juarez, and Jacumba Mountains. The area is characterized as a rural high desert community that consists of a substantial percentage of undeveloped open land under private ownership. The main transportation corridors that intersect the area from east to west are Interstate 8 and Old Highway 80. Another transportation route is north/south related to the international border with Mexico.

The proposed project includes the construction of an unmanned renewable solar energy and battery storage system utilizing photovoltaic (PV) electric generation technology (**Figure 1-2 and Figure 1-3**). The project would also include the creation of a biological conservation easement within San Diego County Assessor's Parcel Numbers (APN) 659-130-03, 659-140-01, and 659-140-02. As required by the County's General Plan, all solar power plant projects are considered Major Impact Service and Utility in all zones, and thus require the approval of a Major Use Permit (MUP). The Starlight Solar Project is situated south of Interstate 8 and Old Highway 80 and just north of the border with Mexico. The irregularly shaped study area covers an area of approximately 1,076-acres, an MUP project area of approximately 581-acre, an off-site general tie-line area of 7-acres, an off-site vehicle turnaround area of 0.06-acre, and an off-site conservation easement of 448-acres. The project would be completed in two separate phases: Phase I encompassing approximately 125-acres to include the development of a PV system capable of generating 20 MW of solar energy and 17.4 MW of BESS; Phase II encompassing approximately 456-acres and includes the development of a PV system capable of generating up to 80 MW solar energy and providing 200 MW of battery storage (**Figure 1-4**). A single rural residential property is located within the study area, known as the Empire Ranch. Several buildings constructed between 1989 and 1992, associated with the ranch are located outside of the study area. No historic-era buildings associated with the ranch or early homesteads are located within the study area. The project encompasses 19-numbered parcels in Sections 28, 29, 32, and 33 of Township 17S, Range 7E, and Sections 5 and 8 of Township 18S, Range 7E. Assessor Parcel Numbers that intersect the study area include APN No. 612-082-12-00, 612-090-59-00, 612-090-68-00, 612-092-13-00, 612-110-02-00, 612-110-04-00, 612-110-17-00, 612-110-18-00, 612-110-19-00, 612-120-01-00, 659-020-01-00, 659-020-02-00, 659-020-05-00, 659-020-08-00, 659-080-02-00, 659-080-09-00, 659-130-03, 659-140-01, and 659-140-02.

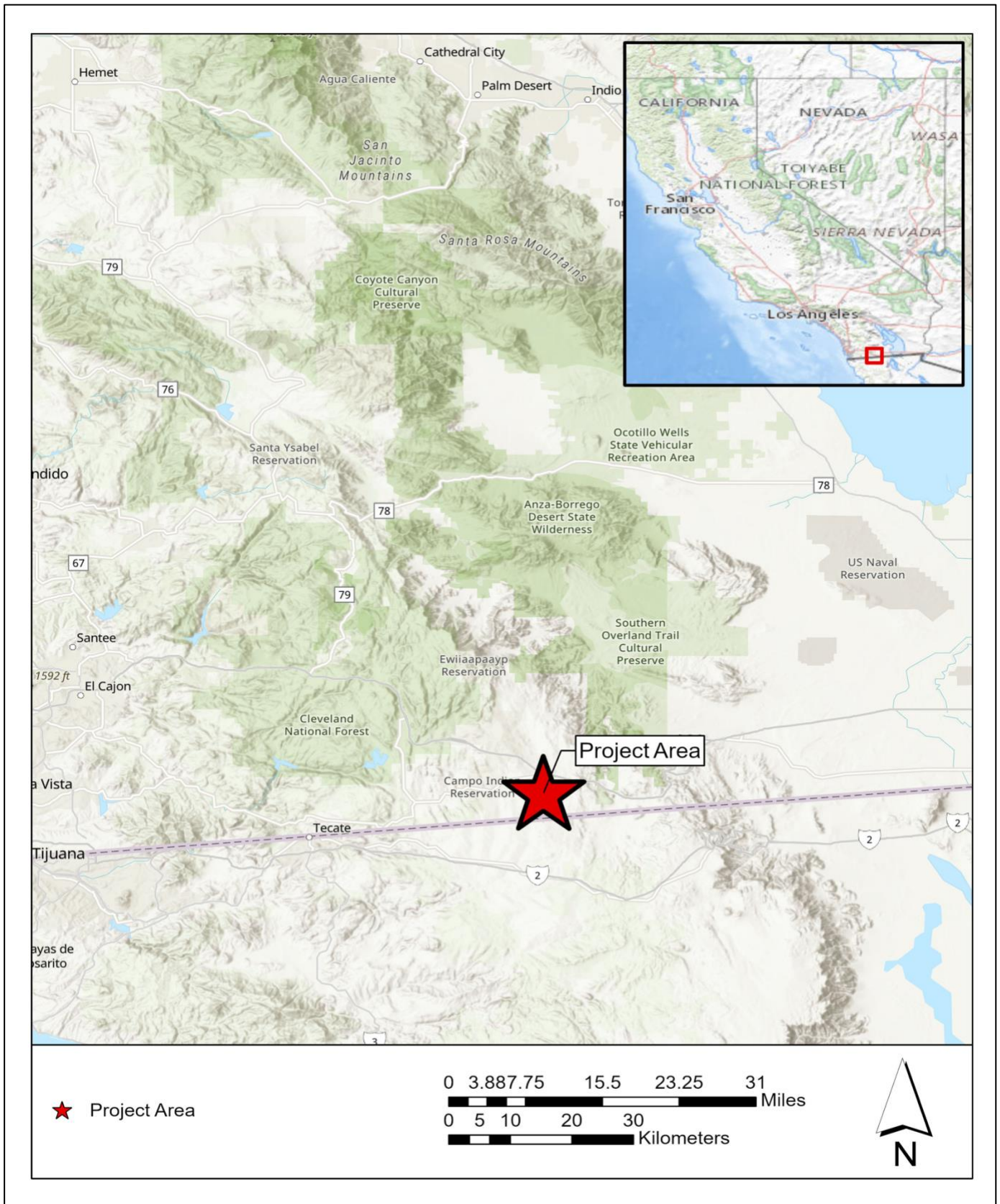


Figure 1-1. Regional Vicinity Map

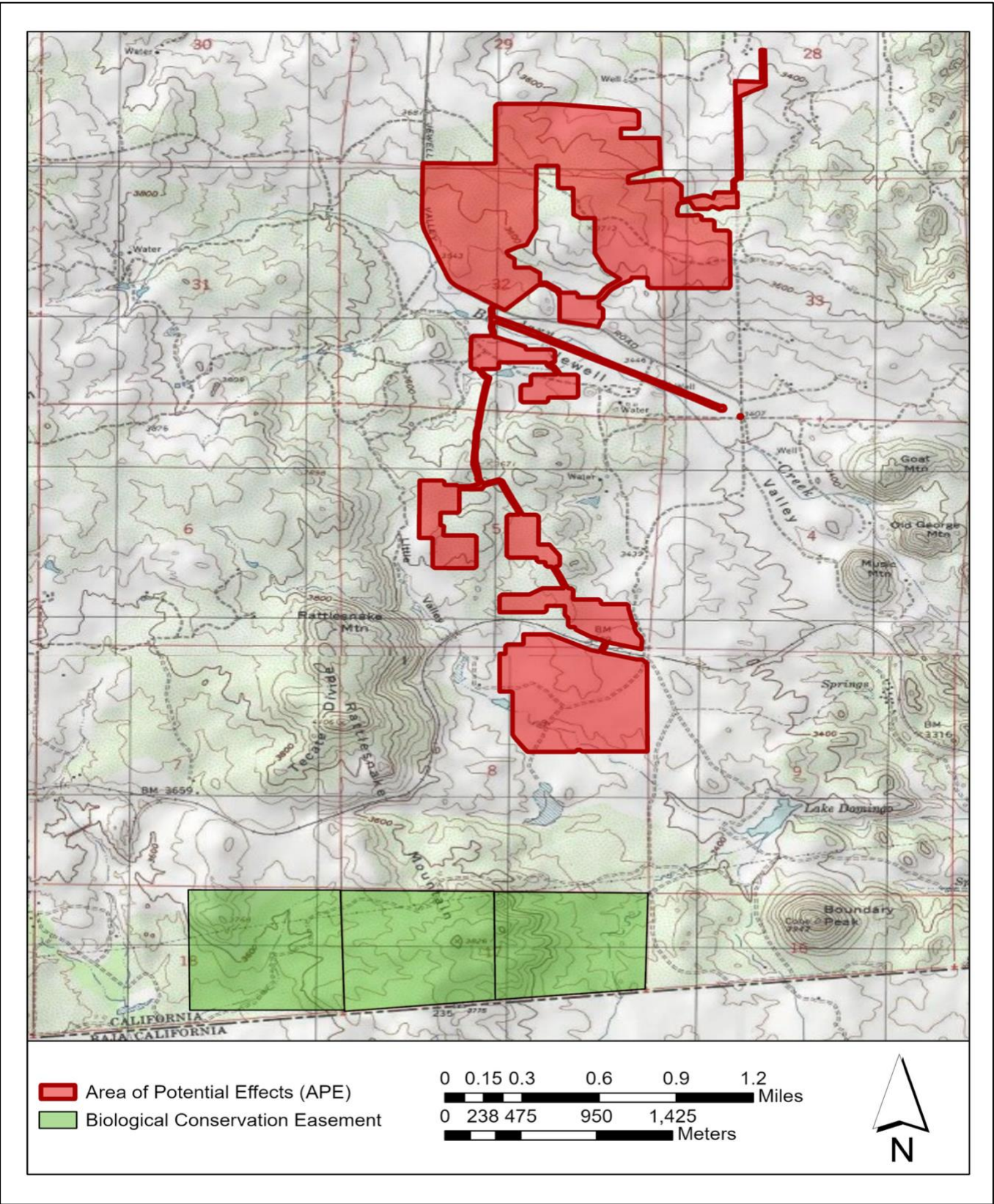


Figure 1-2. Project Area

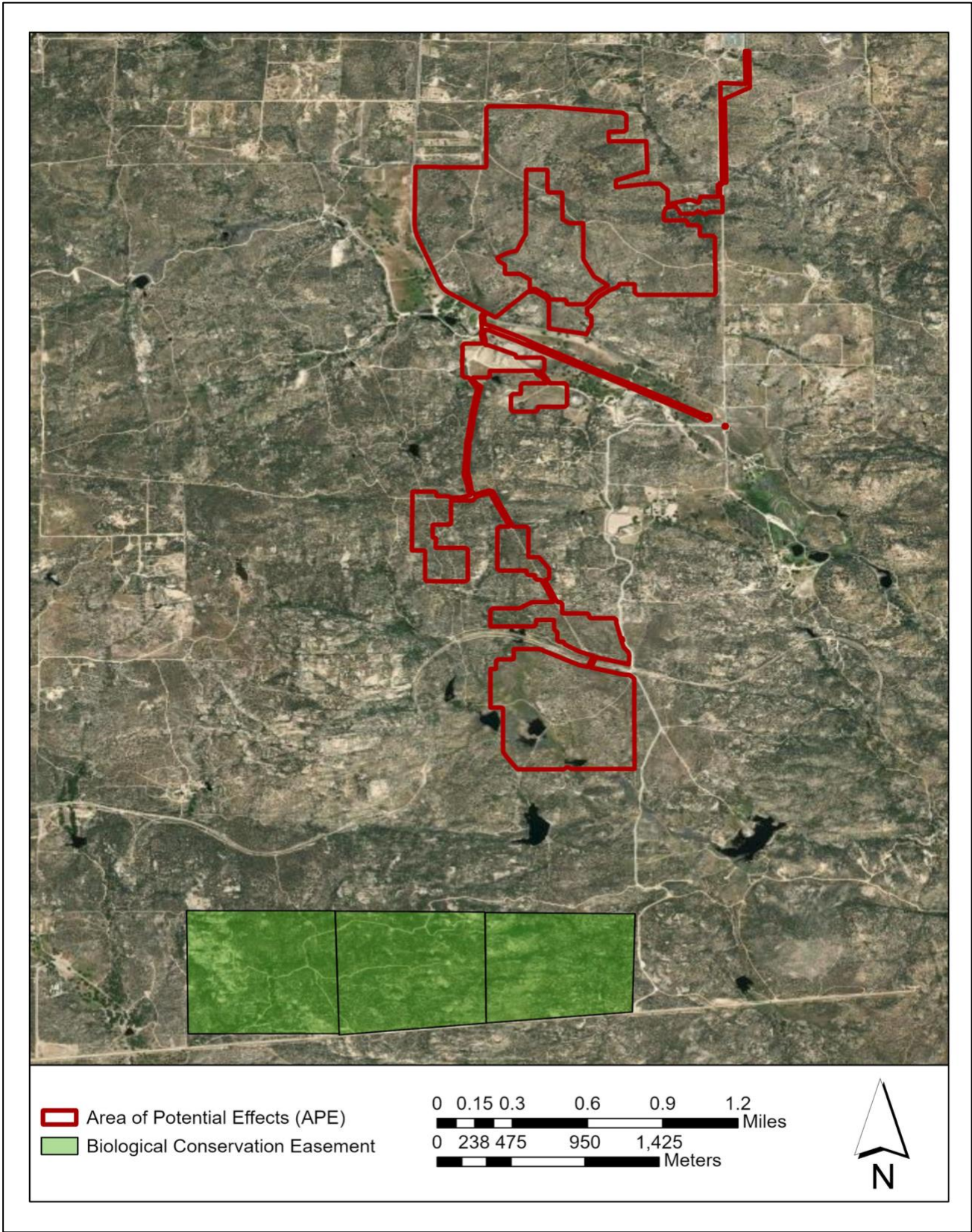


Figure 1-3. Aerial of Project Area

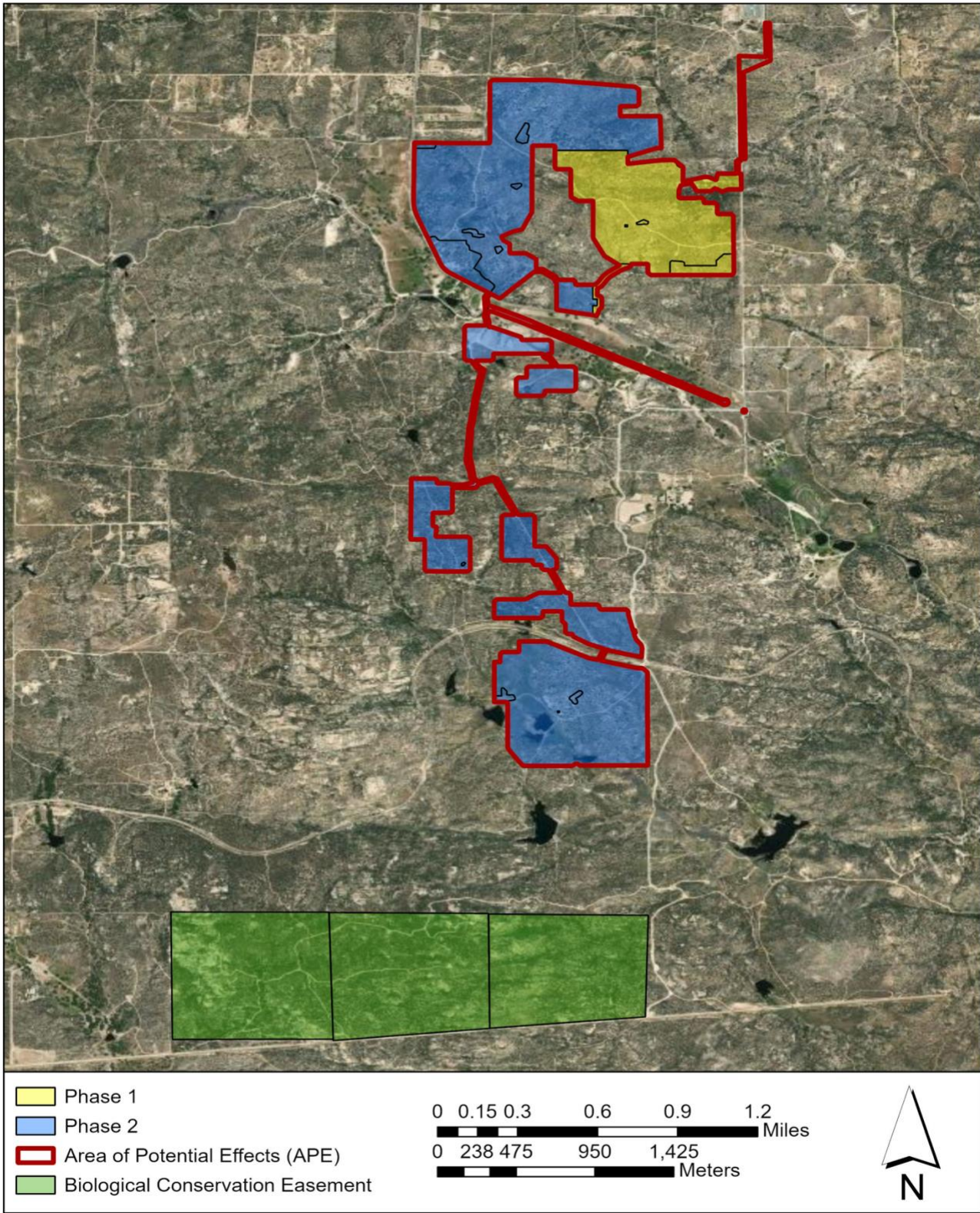


Figure 1-4.Phase Map

1.2 EXISTING CONDITIONS

1.2.1 Environmental Setting

Natural Setting

The Boulevard area lies within the eastern portion of the Peninsular Range province, a well-defined geologic and physiographic unit that occupies the southwestern corner of California and extends southward into the Baja California peninsula.¹ The Peninsular Range is separated by northwest trending valleys, subparallel to faults branching from the San Andreas Fault. Common features of the province include sheltered bays and lagoons, open coast, broad river terraces, and steep upland terrains.² A large part of the province is submerged beneath the Pacific Ocean and is represented by the Southern Channel Islands which include San Clemente, San Nicolas, Santa Barbara, and Santa Catalina Islands.³ The rocks of the Peninsular Range consist of a range of sedimentary, volcanic, and metamorphic rock types. Volcanic rocks include the Santiago Peak metavolcanic and rocks of the Southern California batholith. The most abundant lithologic materials visible within the study area consists of Southern California batholith sources that are found the Laguna, In-Ko-Pah, and Jacumba Mountain ranges nearby.

The terrain in the general study area is characterized by chaparral covered hills, with large granitic boulder outcroppings, interrupted by small valleys, dry washes, or arroyos. The major valleys that intersect or are within proximity to the study area include the McCain Valley, Jewel Valley, and Little Valley. The elevation of the area ranges between approximately 3,300 to 3,600 feet above mean sea level (AMSL), with the highest elevation located towards the northwest, and the lowest to the southeast. Several small peaks are present in the area, which include Rattlesnake Mountain and Boundary Peak to the south and Old George, Goat, and Music Mountains to the east. Boundary Peak, located south near the international border, adjacent to the Jewel Valley, rises a little over 3,900 ft and was an important landmark to the native Kumeyaay people.⁴ Nearby water sources include Boundary Creek and Walker Creek, as well as several small springs. The predominant native vegetation is chaparral, mixed with dense desert scrub such as white sage, manzanita (*Arctostaphylos* spp.), creosote (*Larrea tridentata*), yucca (*Asparagaceae*), and cholla (*Cylindropuntia*). Climatically the area is characterized as arid, with a mean annual rainfall averaging about 15 inches. Due to the scarcity of water in the region, most streams are ephemeral and permanent surface water flow is rare. Winter temperatures are as low as 32 degrees Fahrenheit, with summer temperatures exceeding 100. Common local fauna includes coyotes, cottontail and black-tailed jackrabbits, deer mouse, song sparrow, as well as a number of other species of bird, mammals, and reptiles.

Cultural Setting

Late Prehistoric/Ethnohistoric Period

The present study area is located within the ancestral homeland of the Kumeyaay people. The traditional Kumeyaay territory encompassed a large and diverse environment, which included marine, foothills, mountains, and desert resource zones, which extended through parts of San Diego County, Imperial County, and northern Baja California, Mexico. Widely recognized as the Kumeyaay, these Native Americans have been identified by a variety of names, including Tipai, Ipai, Kamia, and Diegueño.⁵ Tipai refers to populations south of the San Diego River, Ipai refers to populations north of the San Diego River, and Kamia refers to populations east of the San Diego mountains into Imperial County. Diegueño is the Spanish term for populations associated with Mission San Diego de Alcalá, at the time of the Spanish occupation. The current project falls within the recognized boundary of the Tipai. The Kumeyaay traditionally spoke languages related to each other belonging to the larger Yuman linguistic group, one of the oldest language groups in California related to the Hokan super family.⁶ The Kumeyaay are related to other tribes of the Yuman language family and cultures, which includes groups living along the Colorado River and other parts of Arizona and the Baja California peninsula.

Based on archaeological, ethnographic, and ethnohistoric records, the Kumeyaay were a relatively mobile hunter-gatherer group that lived in both permanent villages and seasonal encampments.⁷ They were organized into patrilineal, patrilocal lineages that claimed prescribed territories. Territorial bands were held together by the *Kwaaypaay*, the band leader.⁸ The *Kwaaypaay* served primarily to mediate disputes between band members, organize and direct all ceremonies for individuals, weather control, yearly cycle, harvest, inter-band relations, and resource ownership.⁹ Other duties included decisions concerning war and when the band should move within its own territory to procure specific food sources. The Kumeyaay also recognized certain areas in the desert, foothills, and coast, including trails, as shared open areas.¹⁰ Between the spring and autumn, many eastern Kumeyaay spent their time in larger residential bases located in upland procurement ranges and wintered along the eastern foothills on the edge of the desert in areas such as Jacumba and Mountain Springs. Bedrock mortars mark the sites of Kumeyaay camps and villages.

Within their territories, Kumeyaay bands used a wide variety of resources in seasonal cycles of movement between the coast, mountains, and desert.¹¹ The Kumeyaay were very attuned with how the seasons and resources changed, allowing them to recognize where they were best suited to settle during various times of the year. They took advantage of the diverse climatic zones in the region, by rotating domestic crops and living off a variety of food sources in different ecological systems.¹²

The earliest plant foods to ripen during the year were located along the lowest elevations of the desert floor and included desert flora such as cacti (*Opuntia spp.*), yucca (*Yucca whipplei*), ocotillo (*Fouquieria splendens*), and chía (*Salvia columbariae*). The acorn was the single most important food source utilized by the Kumeyaay that required settlements to be established near water sources for grounding and leaching acorn meal. Other storable resources such as mesquite or agave were equally important to groups inhabiting the desert areas.

In addition to plant sources, the Kumeyaay made abundant use of terrestrial, avian, and aquatic animals. Large game, such as deer (*Odocoileus hemionous*), bighorn sheep (*Ovis canadensis*), and antelope, were hunted which required very special skills.¹³ The Kumeyaay also used traps and lures to trap small game such as rodents (order *Rodentia*), chuckwalla (*Sauromalus ater*), jackrabbits (*Lepus californicus*), cottontail (*Sylvilagus spp.*), and several species of birds and reptiles.

The Kumeyaay maintained interactions with neighboring tribes through extensive trade networks over which they exchanged surplus items such as food, materials, and information. The archaeological, ethnographic, and historic records confirm this widespread trade system. Archaeological sites along the coast have yielded obsidian from the Salton Sea area, indicating trade between the Cahuilla and Kumeyaay peoples.¹⁴ Chert and Palomar Brown ceramic sherds from the Luiseño territory have also been identified in archaeological excavations. Olivella shell beads from the Chumash region have been found in at least two sites in San Diego County that date prior to the historic period.¹⁵ Amongst themselves, the eastern Kumeyaay (Kamia) traded vegetal foods and salt in exchange for tobacco, acorns, baked mescal roots, yucca, fibers, baskets, nets, and eagle feathers.¹⁶ Localized lithic materials, such as obsidian, chert, chalcedony, and steatite, were acquired directly or through exchange.

This intricate trade system was carried out over prehistoric trails that closely followed river valleys, inland creeks, and other reliable water sources, where it was easier to traverse the desert and mountain landscape. Water sources such as Walker and Boundary creeks, were major transportation corridors utilized during the prehistoric period. Prominent points such as Boundary Peak near the international border, served as important landmarks and points of reference for Kumeyaay runners traveling east-west through the desert and mountains. This interconnected trail system served as links between Kumeyaay communities throughout the region. These same routes would later be widened and improved to facilitate wagon and automobile transportation through the area. Segments of Interstate 8 and Old Highway 80 follow the alignment of these prehistoric routes.

The Kumeyaay culture and society remained stable until the arrival of the mission system in the late 18th century. The effects of colonization, along with the introduction of European diseases, greatly reduced the Indigenous populations of California.

Spanish Occupation (1769-1821)

By the mid-16th century, Spanish exploration of the San Diego Bay marked the first European contact. In 1542, Juan Rodriguez Cabrillo was the first European to explore the San Diego Bay area. Sixty years after Cabrillo's expedition, Sebastian Vizcaíno made his journey up the Pacific Coast. Both men offered brief descriptions of the land and its inhabitants in their pursuit to establish trade routes in Alta California on behalf of the Spanish crown.

In the late 18th century, Spanish occupation of Alta California followed multiple expeditions up the California coast and the San Diego region. The expeditions were conducted due to Spanish concerns over Russian interests and activity in northern California, and to expand the Spanish crown's empire. In 1769, Gaspar de Portola led a four-part expedition, accompanied by Franciscan missionaries, soldiers, and settlers, to colonize the area between San Diego and Monterrey and establish outposts along the coast. Franciscan missionaries such as Father Junipero Serra followed¹⁷ The expeditions would ultimately result in the establishment of Alta California, the Presidio of San Diego, Mission San Diego de Alcalá, and the development of present-day Old Town. The location as a potential coastal military town further solidified San Diego's importance to the Spanish.

For the next five decades, the cultural and institutional systems implemented by the Spanish remained in place into the 19th century. Under their rule, the Spanish prohibited settlers from conducting business with other countries, restricting trade to two ships a year. Foreign ships were given permission to stop only for urgent repairs or food. Settlers managed to survive off cattle, sheep, and some dry farming crops. Land grants to individual families in California by the Spanish were rare, with much of the land administered by Franciscan missionaries. In 1821, Mexico achieved its independence from Spain, bringing about the end of these Spanish institutional systems.

Mexican Occupation (1821-1848)

In 1821, following Mexico's independence from Spain, mission lands were confiscated by the new Mexican government, and later redistributed to political favorites. Unlike the Spanish, the Mexican government's policies were quite different from those of the Spanish monarchy. Californios were encouraged to trade with foreign merchants and foreigners were allowed to hold land. More than 500 land grants were issued by the

Mexican government to prominent families and soldiers to encourage settlement and agricultural development of Alta California. Land grants were carefully documented on maps known as *diseños* that roughly delineated the boundaries of each grant.¹⁸ Mexican ranchos established in San Diego included Rancho Ex-Mission San Diego, Rancho El Cajon, Rancho de La Nación, Rancho Jamacha, Rancho Otay, Rancho Jamul, Rancho Santa Rosa, Rancho San Felipe, and Rancho Cuyamaca. These ranchos covered the most fertile lands in San Diego and were located within proximity to the coast. Much of the area east of the Laguna Mountain range continued to remain relatively isolated from settlement. The nearest ranchos to the Boulevard area were Rancho Cuyamaca and San Felipe, located more than 30-miles north of the study area.

American Period (1848- Present)

On February 2, 1848, the Treaty of Guadalupe Hidalgo officially ended the Mexican-American War and began the political transition of California as a United States territory. For the next 25 years, San Diego transformed from a predominately Hispanic culture to an Anglo-American settlement. It was during this time that San Diego experienced rapid growth and development under the newly established government, permanently altering the region in a relatively small amount of time. Over the next two decades, the county's population would increase six-fold and the city's population more than tripled. Subsequent gold rushes, land booms, and transportation development all played a role in drawing new settlers to the region. Within two years following the annexation of California, San Diego County was formed, and the City of San Diego was incorporated in 1850, with Old Town as the county seat. The arrival of Alonzo E. Horton in April of 1867 and his subsequent purchase of San Diego Pueblo Lands further encouraged settlement in the San Diego area. To spur further development, Horton relocated the city's first bank, main newspaper, and several government buildings to New Town (present-day Downtown), thus supplanting Old Town as the area's primary commercial center and ultimately as the county seat.

By 1870, the county's population increased from 731 in 1860 to more than 2,300 residents.¹⁹ Most of the county's population was concentrated within San Diego's urban center, which had grown to include a number of hotels, warehouses, and industrial and residential buildings. As San Diego's city center continued to expand, new residents began to settle in San Diego's backcountry, bringing with them a culture of agriculture and ranching. Much of the American development in east county occurred following the Civil War and the discovery of gold in Julian in 1869. The establishment of the Homestead Act in 1862 further served to encourage American settlement beyond the coastal plain. As a result, small rural communities such as Descanso, Guatay, Pine Valley, Campo, Manzanita, Boulevard, and Jacumba began to emerge in San Diego's east county.

By the 1880s, the announcement of the California Southern Railroad's construction ushered in a period of steady growth in the county. After several decades of proposed railways and years of isolation, the California Southern Railroad would become San Diego's first outside rail connection. The line's construction meant the expansion of several of San Diego's budding industries and would provide a direct link with markets located on the east coast. Soon thereafter, word spread about the potential for investment in San Diego. Land speculation spiked in anticipation of the line's construction, stimulating San Diego's economy and population. By 1885, the population rose from 2,600 in 1880 to an estimated 5,000 in 1885.²⁰ This rapid growth created a demand for new housing and improvements. As the land boom accelerated, large tracts were developed adjacent to the downtown area and the periphery of the city center. In 1888, three years after the line's completion, the population of San Diego exceeded 35,000.²¹

In the spring of 1888, the boom ended abruptly when the real estate market collapsed, bringing devastating consequences to the area's residents. Landowners were left in ruins with huge debts and tax assessments they were unable to repay. By 1890, San Diego's population dropped dramatically to 16,159 residents. The collapse of the real estate market was mainly linked to the railroad. The line required constant maintenance and repairs due to frequent washouts that ultimately became costly. After the line was washed out in the Temecula Canyon in 1891, the line was abruptly removed and rerouted along the coast, leaving San Diego at the end of a minor spur line from Los Angeles. Despite the unfortunate events that occurred, the epicenter for development of the modern city had been created.

For much of the 1890s, the area's growth was relatively low. Although many of the area's residents had been ruined when the boom ended, entrepreneurs continued to see the area's potential as a great commercial port. Business owners, such as John D. Spreckels and Elisha Babcock, developed infrastructure that would lay the foundation to allow further development in the decades that followed. It was during this time that area's economic growth began to focus on the health and tourism industry.²² The construction of the Hotel del Coronado a few years prior in 1888, helped cement San Diego's place as an up-and-coming tourist destination. San Diego's climate was promoted and capitalized. Health resorts, such as the La Jolla Park Hotel, were constructed that catered to the wealthy, well-educated visitors searching for a vacation or retirement home.

In the first two decades of the twentieth century, San Diego would experience another great boom as the population continued to grow and the area was promoted. By 1910, the population of San Diego County increased to 61,665.²³ As San Diego continued to expand, neighborhoods such as University Heights (1888), Normal Heights (1906), and North Park (1907) were developed. These neighborhoods were largely working-

class communities characterized by small modest bungalow style dwellings. New transportation corridors, such as the trolley system, were constructed throughout the city providing access outside of the city center. San Diego's first suburban neighborhoods were promoted based on their access to local roads, public transportation, and water. In addition to the trolley system, rumors of a transcontinental railroad terminating in San Diego had begun to circulate. In 1906, the San Diego & Arizona Railway was incorporated and announced to the general public. The line was largely financed by John D. Spreckels and would take more than a decade to complete.

In 1915, San Diego celebrated the opening of the Panama Canal with the Panama-California Exposition. Held in Balboa Park between 1915 and 1917, the Exposition shaped the character of the park with substantial, and ultimately permanent, improvements to landscaping and facilities. With a population of fewer than 40,000 people, San Diego would be the smallest city in the United States to ever host an event of that size. Attendees were introduced to new architecture, the region's temperate climate, and opportunities for residential and commercial development north and east of Balboa Park. To accommodate the onslaught of exposition visitors, residential hotels and apartment buildings were constructed. The Exposition would serve as an important stimulus to San Diego's long-term growth, bringing many tourists into the area. It would also set the stage for a lasting military presence in San Diego that is visible to this day.

Following the Exposition, development activity accelerated once more as new residents arriving from all over the United States settled in San Diego. By 1920, the population of the city of San Diego exceeded 75,000 residents.²⁴ New subdivisions outside of the city center developed accommodate the growing population, including in Kensington, Talmadge Park, University Heights, East San Diego, Mission Hills, Sunset Cliffs, and Pacific Beach. In spite of the economic downturns due to the Great Depression, prosperity returned in the later years of the decade with the development of the fishing and aircraft industries and tourism. By World War II, the city's population reached over 200,000, much of it resulting from wartime industries and its military presence.

Brief History of Boulevard

The rural community of Boulevard is a census-designated place located in the Mountain Empire Subregion of southeastern San Diego County. Boulevard is located approximately 66-miles east of the City of San Diego and encompasses an area of over 10 square miles. Regionally, the community is neighbored to the north by the McCain Valley, to the west by the unincorporated community of Campo, to the east by the Jacumba Hot Springs and Jacumba Mountains, and to the south by the international border with Mexico. Boulevard is situated in a unique transitional area that straddles a mountain ridge known as the Tecate

Divide, providing views of the surrounding mountains ranges, which include the Laguna, In-Ko-Pah, Sierra Juarez, and Jacumba Mountains. The area is characterized as a rural high desert community that consists of a substantial percentage of undeveloped open land under private ownership. The main transportation corridors that intersect the area from east to west are Interstate 8 and Old Highway 80.

For much of the area's history, Boulevard remained largely rural and undeveloped, a fact that would later lure ranchers to the region during the mid-to-late 1800s. The area's history is closely tied to neighboring communities located in southeast San Diego County, such as Campo, Manzanita, and Jacumba, and strongly associated with homesteading and ranching operations. Located on a flat straight stretch of road, the Boulevard area historically served as a rest stop for travelers coming to and from Arizona. The area was commonly referred to as "the boulevard" for its flat and straight road compared to the winding route in the steep mountain pass below.

Early settlement of the area started in the early 1860s. Many of the area's earliest settlers started as squatters, and later acquired land rights through the 1820 Sales Cash Act or the 1862 Homestead Act. The majority acquired land through the Homestead Act which required claimants to live on the land, build a home, and make improvements. Some of the earliest homesteads included small vernacular style dwellings constructed utilizing materials available in the surrounding area, such as cobble, wood, stone, or mud. Although early homesteads were commonly dedicated to rearing cattle and sheep, grain was cultivated for feed, and dairy products were produced to supply the local population and miners in nearby Julian following the discovery of gold in 1869.²⁵ Herds of cattle were moved regularly between the nearby mountain ranges and desert lands, which were either owned or leased to ranchers. Roads were installed throughout the area that generally followed the path of former Native American trails.

By the early 1870s, non-native settlers were well entrenched throughout the region, with several small ranches established between Campo and Jacumba. Based on General Land Office records, most land patents were acquired by American settlers. Many were owned by families who emigrated west from the State of Texas. In the aftermath of the Civil War, displaced Texans and Confederate sympathizers attracted to the area's vast open desert lands, mountain valleys, and available water, began filtering into the region and setting down roots in Campo, formerly known by the Kumeyaay name of Milquatay. By 1869, there were 400 residents in the surrounding area, earning the region the nickname of "Little Texas."²⁶ As a result, Campo evolved to become the area's central base, where settlers in the surrounding valleys and mountain ranges could conduct business. To serve the needs of the community, several businesses were established in the town, including a general store, hotel, blacksmith shop, mill, and post office.

Some of the earliest families to emigrate to the region included the McCains, Larkins, and Haydons, who were amongst the first to establish ranching operations in the Campo-Jacumba area. Many of these families were often tied together through marriage or business arrangements and worked together to move cattle and negotiate land usage and water rights. One of the most influential ranching families to settle within proximity to the study area was the McCain family of the McCain Valley.²⁷ Originally from Arkansas, George W. McCain first arrived in the valley with his family during the late 1860s. It was there that they constructed the family ranch house near the Kumeyaay village of Sacatoon, located in what is today part of the Manzanita Reservation.²⁸ During their time in the area, the family raised cattle, sheep, horses, and geese. Much of their pasturelands extended through portions of present-day Manzanita, Boulevard, and the foothills of the Laguna and In-Ko-Pah Mountain ranges.

Two years after the McCain family's arrival, the Haydon family (also spelled Hayden) settled west of the valley near Campo.²⁹ Originally from Missouri, Marion D. Haydon Sr. was a former Confederate soldier who relocated his family from Texas to California in 1870.³⁰ Two years after their arrival, their youngest son, Marion D. Haydon Jr. would go on to homestead several acres of land. Much of the study area, including portions of the McCain Valley, were utilized as grazing lands by Haydon Jr. Based on an 1889 map of the surrounding area, Haydon's ranch house was once sited in the Jewel Valley, formerly known as the Haydon Valley.³¹ The ranch remained under his ownership between the 1880s until the early 1900s, when he relocated to Orange County.³² The property would later be acquired by Fred Jewell in 1911, a local banker originally from Illinois who relocated to San Diego in 1901.³³ As a result, the valley would be renamed after Jewell.

By the early 1900s, rumors began to circulate of a possible transcontinental railroad through the region. Prominent business owners and developers insisted that San Diego's future would depend on the construction of a railroad that would provide a link eastward through the mountains, joining with the Southern Pacific line in Yuma, Arizona. In 1906, the construction of the San Diego & Arizona Railway was announced, with construction beginning the following year. The railway was incorporated by John D. Spreckels, Adolph R. Spreckels, J. D. Spreckels Jr., William Clayton, and Harry L. Titus, with the financial backing of E. H. Harriman, the president of the Southern Pacific Railroad. However, the line would ultimately be financed predominately by Spreckels. Enthusiastically, the *San Diego Union* reported in January of 1911 that the railroad's construction would allow San Diego to finally "take an important position among the port cities of the Pacific Coast." Nicknamed the "Impossible Railroad," the line would take more than a decade to complete due to several setbacks.

In November of 1919, the San Diego and Arizona Railroad was completed. The first train that passed through the area carried prominent San Diego residents, including Spreckels. The railroad line initially went from the City of San Diego to El Centro. On the way, the line spanned through Jewel Valley along the southern edge of Boulevard. While residents of the region felt that the new railroad would ruin the beautiful landscape of San Diego's backcountry, others were staunch supporters of the line. Advocates of the line predicted it would stimulate the local economy in east county by facilitating the shipment of cattle, sheep, and agricultural products from the area, in addition to opening the region for settlement. However, the railroad's success would be short-lived and often plagued by adversity. Financially the railway suffered one crisis after another due frequent cave-ins, flooding, fires, and wash outs. Even though commodities were constantly hauled and tourist and passengers were transported, the line "rarely broke even."³⁴ In 1926, following Spreckels death, his heirs made an agreement for the Southern Pacific Railroad (SPRR) to buy their interests in the line, but was not finalized before a series of events inflicted closures and huge expenses on the company.³⁵ In 1932, Spreckels' heirs officially sold their shares of the company to the SPRR. In February of 1933, the line was renamed the San Diego & Arizona Eastern Railway. Less than two decades later, passenger service ended after years of declining patronage.

By the 1920s, the area's proximity to major recreational areas began to attract motorists through the region as transportation corridors were improved. Up until this time, the majority of the nation's transportation corridors consisted of rural unimproved routes that caused poor and unreliable traveling conditions. With the advent of the automobile, road organizations such as the Good Roads Movement advocated for the construction of new and improved routes that would connect rural areas with local cities via oiled or paved routes. In 1911, the National Highways Association was founded and was instrumental in the development of a robust national road system. On November 11, 1926, the Numbered Highway System was adopted to create a unified nationwide highway system that was less complicated for travelers.

Routes such as U.S. Route 80 and Route 60 were established under the National Highway System and played a significant role in the economic development of the country, by shaping towns and small rural communities established along the route. Rural communities located in southeast San Diego County were now linked with major urban centers through Route 80, becoming an important byway for travelers and tourists through the region. Like other highways in the system, the path of Route 80 was a cobbling together of exiting local, state, and national road networks. Extending over 2,700 miles from coast to coast between Savannah, Georgia to San Diego, California, the highway intersected a total of eight states. In California, the road was actively promoted by San Diego and Imperial County to encourage tourism and use of the route

over others. Merchants in small and large towns located in the county looked to US 80 as an opportunity for attracting new revenue to their often rural and isolated communities, predominately through tourism.

In Boulevard, Route 80 spanned in a mostly east-west orientation through the area. The route provided access to important recreational areas, such as the Cleveland National Forest, Cuyamaca Rancho State Park, McCain Valley, and Jacumba Hot Springs, located in close proximity to the town. As a result, communities such as Pine Valley, Campo, McCain Valley, and Jacumba Hot Springs benefitted financially from the route. Recreation began to gradually supplant homesteading and ranching as the primary economic driver in the region. Although development in Boulevard was not as intense as it was in neighboring communities, it remained an important rest stop for travelers. Development in Boulevard was mostly limited to the improvement of a few local roads to facilitate access through the community. Many of the remaining roads that spanned through the area consisted of minor unimproved routes associated with the homesteading and ranching themes and did not play an instrumental role in the early development of the Boulevard. Route 80 would remain the primary transportation corridor through the region until it was replaced with the construction of Interstate 8 in the 1960s. The construction of the interstate system diverted much needed traffic away from small communities, such as Pine Valley, Campo, and Boulevard who relied on tourism. The route was later renamed Old Highway 80.

Today, Boulevard has a population exceeding 400.³⁶ Although the area is relatively underdeveloped compared to neighboring communities such as Campo and Jacumba Hot Springs, the area continues to cater to recreationalists. Properties such as the Empire Ranch and the Jewel Valley Ranch, and the nearby McCain Valley Recreation area offer visitors a quiet getaway, with scenic views of the neighboring mountain ranges and peaks, and recreational activities such as hiking, camping, and off-roading. The Boulevard area has been heavily impacted by unauthorized cross-border traffic and resulting law enforcement activity since the mid-1980s. Sections of a large barrier wall were completed along the border since 2016.

1.2.2 Record Search Results

Previous Studies

South Coastal Information Center (SCIC) staff conducted a built environment site record and archival search for the proposed study area. The record search of a one-mile radius was completed around the APE to identify historic built environment sites recorded in the study area. SCIC records indicate that six cultural resource reports have been completed within proximity to the study area. A segment of one historic built environment resource, the San Diego & Arizona (Eastern) Railroad, was previously recorded outside of the study area between La Posta Road and Clover Flat. A segment of the historic railroad is within the study area.

Previous Recorded Sites Within or Adjacent to the Study Area

No historic built environment sites have been previously recorded within the study area. Although segments of the San Diego & Arizona (Eastern) Railroad have been recorded over the years, the segment that spans through the study area has never been documented. The line was previously recorded in 2000. Documentation of the site was updated several times since then. In 2020, the entire railroad was found not eligible for listing in the NRHP under a Section 106 consensus.

See **Table 1 and 2** on the following page for a list of previous studies and recorded built environment sites located within a one-mile radius of the proposed study area.

Table 1. Previous Studies within one-mile radius of the Study Area

Author, Year	Report Title	NADB No.
EDA, 1975	Live Oak Springs Subregional Analysis and DEIR for TPM 10677, File No. 774-21-29201. Impact Analysis Section, Environmental Development Agency (EDA), County of San Diego	1130066
Fulmer, Scott, 1977	Archaeological Reconnaissance of the Valley of the Jewells Campground. Advance Planning & Research Association	1121001
Flower, Ike & Roth, 1980	Archaeological and Biological Investigations of the Westover Project, Boulevard, California. Submitted to George Westover	1120914
Arrington, Cindy, 1980	Cultural Resources Final Report of Monitoring and Findings of the Qwest Network Construction Project, California. Submitted to the Consumer Protection and Safety Division	1120914
Cook and Fulmer, 1981	The Archaeology of the McCain Valley Study Area in Eastern San Diego County, California: A Class II Cultural Resource Inventory	1125760
Townsend, 1984	Southwest Powerlink Cultural Resources Management Plan	1123836
Berryman, Judy, 2010	Prehistoric Artifact Scatters, Bedrock Milling Stations and Tin Can Dumps: Results of a Cultural Resource Study for the SDG&E East County Substation Project, San Diego County, California	42990010106
De Barros, Philip, 2010	A Forensic Cultural Resources Survey and Assessment of a 40-acre Parcel South of Boulevard in Jewell Valley along Boundary Creek, San Diego County, California, APN 612-110-17 & 18	N/A

Table 2. Previously Recorded Built Environment Site Located within a one-mile radius of the Study Area

Site No.	Site Name / Description	Recorder/Year
P-37-025680	San Diego & Arizona (Eastern) Railroad 20-mile segment of the Union Pacific Railroad from near Ocotillo to 2.5-miles east of Seeley.	S. Wee & P. Ferrell 2000 Updates in 2005, 2006, 2009, 2010, 2012, 2013, 2015, 2018, 2020

1.3 APPLICABLE REGULATIONS

Following is an overview of the historic preservation regulatory framework and eligibility criteria relative to future actions proposed within Starlight Solar project boundaries.

1.3.1 State Regulations

California Environmental Quality Act (CEQA) & Historical Resources

Historical resources are defined as “a resource listed or eligible for listing on the California Register of Historical Resources” (CRHR) (Public Resources Code, Section 5024.1; 14 CCR 15064.5). Under CEQA Guidelines Section 15064.5(a), the term “historical resources” includes 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 (Public Resources Code, Section 5024.1).
- (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 a historical resource survey meeting the requirements of Section 5024.1(g) of the Public Resources Code, will 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 culturally significant.
- (3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a 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 “historically significant” if the resource meets the criteria for listing on the California Register of Historical Resources (Public Resources Code Section 5024.1) including the following:
 1. Is associated with events that have made a significant contribution to the broad patterns of California’s history and cultural heritage;
 2. Is associated with the lives of persons important in California’s past;
 3. 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. 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 a 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.

- (5) The significance of an historical resource is materially impaired when a project:
- a. Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its inclusion in, or eligibility for, inclusion in the California Register of Historical Resources; or
 - b. Demolishes or materially alters in an adverse manner those physical characteristics that account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or
 - c. Demolishes or materially alters in an adverse manner those physical characteristics of an historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

Pursuant to the California Office of Historic Preservation:

The California Register includes resources listed in or formally determined eligible for listing in the National Register of Historic Places, as well as some California State Landmarks and Points of Historical Interest. Properties of local significance that have been designated under a local preservation ordinance (local landmarks or landmark districts) or that have been identified in a local historical resources inventory may be eligible for listing in the California Register and are presumed to be significant resources for purposes of CEQA unless a preponderance of evidence indicates otherwise (PRC Section 5024.1, 14 CCR § 4850).

The California Register statute (PRC Section 5024.1) and regulations (14 CCR Section 4850 et seq.) require that at the time a local jurisdiction nominates an historic resources survey for listing in the California Register, the survey must be updated if it is more than five years old. This is to ensure that a nominated survey is as accurate as possible at the time it is

listed in the California Register. However, this does not mean that resources identified in a survey that is more than five years old need not be considered “historical resources” for purposes of CEQA. Unless a resource listed in a survey has been demolished, lost substantial integrity, or there is a preponderance of evidence indicating that it is otherwise not eligible for listing, a lead agency should consider the resource to be potentially eligible for the California Register.³⁷

1.3.2 Local Regulations

San Diego County Register of Historical Resources (Local Register)

The county maintains a Local Register consistent with those developed by the Office of Historic Preservation (OHP) for listing resources to the California Register of Historical Resources (CRHR) but modified for local use in order to include a range of historical resources which specifically reflect the history and prehistory of San Diego County. Only resources that meet the criteria set out below may be listed or formally determined eligible for listing to the Local Register.

(a) Types of resources eligible for nomination:

- (1) Building. A resource, such as a house, barn, church, factory, hotel, or similar structure created principally to shelter or assist in carrying out any form of human activity. “Building” may also be used to refer to an historically and functionally related unit, such as a courthouse and jail or a house and barn.
- (2) Site. A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, - 4 - or vanished, where the location itself possessed historical, cultural, or archaeological value regardless of the value of any existing building, structure, or object. A site need not be marked by physical remains if it is the location of a prehistoric or historic event, and if no buildings, structures, or objects marked it at that time. Examples of such sites are trails, designed landscapes, battlefields, habitation sites, Native American ceremonial areas, petroglyphs, and pictographs.
- (3) Structure. The term “structure” is used to describe a construction made for a functional purpose rather than creating human shelter. Examples of structures include mines, flumes, roads, bridges, and tunnels.
- (4) Object. The term “object” is used to describe those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed, as opposed to a building or structure. Although it may be moveable by nature or design, an object is associated with a specific setting or

environment. Objects should be in a setting appropriate to their significant historic use, role, or character. Objects that are relocated to a museum are not eligible for listing in the Local Register. Examples of objects include but are not limited to fountains, monuments, maritime resources, trains, planes, sculptures, and boundary markers.

- (5) Historic District. Historic districts are united geographic entities that contain a concentration of buildings, structures, objects, and/or sites united historically, prehistorically, culturally, or architecturally. Historic districts are defined by precise geographic boundaries. Therefore, districts with unusual boundaries require a description of what lies immediately outside the area, in order to define the edge of the district and to explain the exclusion of adjoining areas. The district must meet at least one of the criteria for significance discussed below in Section (b). Those individual resources contributing to the significance of the historic or archaeological district will also be listed in the Local Register. For this reason, all individual resources located within the boundaries of an historic or archaeological district must be designated as either contributing or as non-contributing to the significance of the district.

(b) Criteria for evaluating the significance of historical resources. An historical resource must be significant at the local level under one or more of the following four criteria:

- (1) Is associated with events that have made a significant contribution to the broad patterns of San Diego County's history and cultural heritage; - 5 –
- (2) Is associated with the lives of persons important to the history of San Diego County or its communities;
- (3) Embodies the distinctive characteristics of a type, period, San Diego County region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
- (4) Has yielded or may be likely to yield, information important in prehistory or history.

(c) Integrity. Integrity is the authenticity of an historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Historical resources eligible for listing in the Local Register must meet one of the criteria of significance described in Section V(b), above, and retain enough of their historic character or appearance to be recognizable as historical resources and to convey the reasons for their significance. Historical resources that have been preserved, rehabilitated, or restored according to the guidelines approved by the Secretary of Interior may also be evaluated for listing. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association. It must also be judged with reference to the particular criteria under which a

resource is proposed for eligibility. Alterations over time to a resource or changes in its use may themselves have historical, cultural, or architectural significance.

(d) Special Considerations:

- (1) Moved buildings, structures, or objects. The Historic Site Board encourages the retention of historical resources on-site and discourages the non-historic grouping of historic buildings into parks or districts. However, it is recognized that moving an historic building, structure, or object is sometimes necessary to prevent its destruction. Therefore, a moved building, structure, or object that is otherwise eligible may be listed in the Local Register if it was moved to prevent demolition at its former location and if the new location is compatible with the original character and use of the historical resource. An historical resource should retain its historic features and compatibility in orientation, setting, and general environment.
- (2) Historical resources achieving significance within the past fifty (50) years. In order to understand the historic importance of a resource, sufficient time must have passed to obtain a scholarly perspective on the events or individuals associated with the resource. A resource less than fifty (50) years old may be considered for listing in the Local Register if it can be - 6 - determined that sufficient time has passed to understand its historical importance.
- (3) Reconstructed Buildings. Reconstructed buildings are those buildings not listed in the Local Register under the criteria in Section V(b) 1, 2, or 3 above. A reconstructed building less than fifty (50) years old may be eligible if it embodies traditional building methods and techniques that play an important role in a community's historically rooted beliefs, customs, and practices. An example of a reconstructed building is a Native American sweat lodge. General 5 of the

1.3.3 San Diego County Resource Protection Ordinance (RPO)

The County of San Diego's RPO protects significant cultural resources. The RPO defines "Significant Prehistoric or Historic Sites" as follows:

1. Any prehistoric or historic district, site, interrelated collection of features or artifacts, buildings, structure, or object either:
 - a. Formally determined eligible or listed in the National Register of Historic Places by the Keeper of the National Register; or
 - b. To which the Historic Register ("H" Designator) Special Area Regulations have been applied; or
2. One-of-a-kind, locally unique, or regionally unique cultural resources which contained a significant volume and range of data and materials; and

3. Any location of past or current sacred religious or ceremonial observances which is either:
 - a. Protected under Public Law 95-341, the American Indian Religious Freedom Act or Public Resources Code Section 5097.9 such as burial (s), pictographs, petroglyphs, solstice observatory sites, sacred shrines, religious ground figures or,
 - b. other formally designated and recognized sites which are of ritual, ceremonial, or sacred value to any prehistoric or historic ethnic group.

The RPO does not allow non-exempt activities or uses damaging to significant prehistoric or historic lands on properties under County jurisdiction. The only exempt activity is scientific investigation authorized by the county. All discretionary projects are required to be conformance with applicable county standards related to cultural resources, including the noted RPO criteria on prehistoric and historic sites. Non-compliance would result in a project that is inconsistent with county standards.

1.3.4 Cultural Resources General Plan Goals and Policies

The County of San Diego General Plan Goals and Policies for Cultural Resources are located in the Chapter 5 of the Conservation and Open Space Element. Archaeological and historic resources, known collectively as cultural resources, are the tangible or intangible remains left by ancestral people who made and used them. Cultural resources, found throughout the County of San Diego, are irreplaceable reminders of the County's prehistoric and historic past that continues to have value for communities today. These resources can provide clues to prehistoric and historic human behaviors, and provide scientific, religious, and other valuable educational information about our cultural past. In addition, these resources such as sacred places and traditional cultural properties continue to influence and have value for the County's living tribal people. The cultural environment encompasses both the built (post-1769) and the archaeological environments, which include both prehistoric and historic archaeological sites. Cultural resources are found throughout the County and include not only physical evidence of the past such as Native American rock shelters, and pictographs but the intangible evidence such as traditional cultural lands and sacred sites. Examples of historic cultural resources (the built environment) include homes, barns, bridges, fountains, and silos. In 2008, the County of San Diego had more than 23,000 recorded cultural resource sites and this number continues to grow.

GOALS AND POLICIES

GOAL COS-7- Protection and Preservation of Archaeological Resources.

Protection and Preservation of the County's important archaeological resources for their cultural importance to local communities, as well as their research and educational potential.

Policies

COS-7.1 Archaeological Protection. Preserve important archaeological resources from loss or destruction and require development to include appropriate mitigation to protect the equality and integrity of these resources.

The importance of archaeological resources must be evaluated from the perspective of the affected community, including local tribes, in addition to the definitions contained in the California Public Resources Code. Input from the affected community on the importance of cultural resources through the consultation process is important in determining what resources should be preserved and what constitutes appropriate mitigation.

COS-7.2 Open Space Easements. Require development to avoid archeological resources whenever possible. If complete avoidance is not possible, require development to fully mitigate impacts to archaeological resources.

Avoidance of archaeological resources is normally achieved through the design of the development project in conjunction with the use of open space easements that protect the resources. If complete avoidance is not possible, other forms of mitigation, including data recovery excavations and the incorporation of archaeological features into the project design on a case-by-case basis may be appropriate. The determination of what constitutes adequate mitigation should be based on meaningful consultation with the affected community, including local tribes.

COS-7.3 Archaeological Collections. Require the appropriate treatment and preservation of archaeological collections in a culturally appropriate manner.

The determination of what constitutes appropriate treatment and preservation of archaeological collections should be based on existing federal curation standards in combination with consultation with the affected community, such as the tribes. Many collections should be placed in a local collections curation facility that meets federal standards per 36 CFR Part 79. The proper storage and treatment of these collections should also be based on consultation with the affected community, such as the tribes. In addition, existing federal and state law governs the treatment of certain cultural items and human remains, requires consultation, and in some circumstances, repatriation. The County is committed to conduct an inventory of collections it holds or are held by cultural resources consulting firms.

COS-7.4 Consultation with Affected Communities. Require consultation with affected communities, including local tribes to determine the appropriate treatment of cultural resources.

Consultation should take place with the affected communities concerning the appropriate treatment of cultural resources, including archaeological sites, sacred places, traditional cultural properties, historical buildings and objects, artifacts, human remains, and other items. The County is required by law, Senate Bill 18 Protection of Traditional Tribal Cultural Places (SB-18), to consult with the appropriate tribes for projects that may result in major land use decisions including General Plans, General Plan Amendments, Specific Plans and Specific Plan Amendment. In addition to these types of permits, it is County policy to consult with the appropriate tribes on all other projects that contain or are likely to contain, archaeological resources. Consultation may also include active participation by the tribes as monitors in the survey, testing, excavation, and grading phases of the project.

COS-7.5 Treatment of Human Remains. Require human remains be treated with the utmost dignity and respect and that the disposition and handling of human remains will be done in consultation with the Most Likely Descendant (MLD) and under the requirements of Federal, State and County Regulations.

Human remains, including ancestral Native American remains, should be left undisturbed and preserved in place whenever possible. For most development permits, this is required by the County's Resource Protection Ordinance. In the event that human remains are discovered during any phase of an archaeological investigation, the requirements of State and local laws and ordinances, including notification of and consultation with appropriate tribal members, must be followed in determining what constitutes appropriate treatment of those remains.

COS-7.6 Cultural Resource Data Management.

Coordinate with public agencies, tribes, and institutions in order to build and maintain a central database that includes a notation whether collections from each site are being curated, and if so, where, along with the nature and location of cultural resources throughout the County of San Diego.

This database should be accessible to all qualified individuals while maintaining the confidentiality of the location and nature of sensitive cultural resources, such as archaeological sites. The County maintains a partnership with the local repository of the database, the South Coastal Information Center at San Diego State University, which provides direct access by qualified County personnel to the database so that the

information it contains may be used to design development projects to avoid cultural resources at an early point in the process.

GOAL COS-8 - Protection and Conservation of the Historical Built Environment. Protection, conservation, use, and enjoyment of the County's important historic resources.

Policies

COS-8.1 Preservation and Adaptive Reuse. Encourage the preservation and/or adaptive reuse of historic sites, structures, and landscapes as a means of protecting important historic resources as part of the discretionary application process, and encourage the preservation of historic structures identified during the ministerial application process.

Historic buildings, objects, trails, landscapes and districts are important parts of the multi-cultural heritage of San Diego County and should be preserved for the future enjoyment and education of the County's diverse populations. Preservation and adaptive reuse of these resources should be encouraged during the planning process and an emphasis should be placed on incentives for preservation, such as the Mills Act property tax program, in addition to restrictions on development, where appropriate.

COS-8.2 Education and Interpretation. Encourage and promote the development of educational and interpretive programs that focus on the rich multicultural heritage of the County of San Diego.

The County should continue to develop educational and interpretive programs that focus on the history of San Diego County, including but not limited to the important historical resources located on County parks, such as the Adobe at Rancho Penasquitos and Rancho Guajome. Such programs should be for residents and visitors of all ages from all communities and should include docent and self-guided tours, interpretive signage, kiosks, informational pamphlets, books and other audio-visual materials.

2.0 GUIDELINES FOR DETERMINING SIGNIFICANCE

For the purposes of this technical report, any of the following will be considered a potentially significant environmental impact to cultural resources:

1. The project causes a substantial adverse change in the significance of a historical resource as defined in Section 15064.5 of the State CEQA Guidelines. This shall include the destruction, disturbance or any alteration of characteristics or elements of a resource that cause it to be significant in a manner not consistent with the Secretary of the Interior's Standards.
2. The project proposes activities or uses damaging to significant cultural resources as defined by the RPO and fails to preserve those resources.

The Guidelines listed above have been selected for the following reasons:

Guideline 1 is derived directly from CEQA. Sections 21083.2 of CEQA and 15064.5 of the State CEQA Guidelines recommend evaluating historical resources to determine whether a proposed action would have a significant effect on unique historical resources.

Guideline 2 was selected because the RPO requires that cultural resources be considered when assessing environmental impacts. Any project that would have an adverse impact (direct, indirect, and cumulative) on significant cultural resources as defined by this Guideline would be considered a significant impact.

All discretionary projects are required to be in conformance with applicable County standards related to cultural resources, including the noted RPO criteria on prehistoric and historic sites, as well as requirements listed in the Zoning Ordinance, General Plan, and the Grading, Clearing and Watercourses Ordinance (Section 87.429). Noncompliance would result in a project that is inconsistent with County standards.

3.0 ANALYSIS OF PROJECT EFFECTS

3.1 METHODOLOGICAL APPROACH

The historic resource study of the Starlight Solar Project area consisted of an institutional record search, a historic survey of the approximately 581 acres of the project area, and the detailed recordation of all identified historic-era built environment resources.

Preparation of this HRTR was guided by a definition of a historic resource by the California Environmental Quality Act (CEQA). For purposes of this study, historic / properties / historic resources include buildings, structures, bridges, dams, canals, aqueducts, railroads, ditches and irrigation systems, electric power conveyance facilities, and paved or unpaved roads and highways. The methodological approach undertaken for this HRTR consisted of three major tasks - archival research, a site visit / field survey, and technical analysis.

3.1.1 Archival Methods

Archival research included a review of relevant records and reference resources on file at the San Diego History Center and regional libraries at San Diego State University and the University of California at San Diego. Contextual and property-specific historical research included San Diego regional newspapers from the California Digital Newspaper Collection at the University of California Riverside and via Genealogy Bank. References and narratives on Boulevard and San Diego County, were obtained from Urbana's in-house library.

3.1.2 Survey Methods

Urbana's Alexia Landa, B.A., Historian, conducted the site visit in September 2023. The survey was conducted under the guidance of Wendy L. T. Becker, RPH, AICP, Principal. The purpose of the site visit was to observe and photograph historic-era resources within the study area in order to understand and identify historic-era built environment resources and to examine development patterns associated with the area and the surrounding environs.

3.2 RESULTS

Twenty historic-era built environment resources were identified within the study area and consist of 19 unimproved roads and a segment of the San Diego & Arizona Railroad. The identified roads do not exhibit distinctive features or reflect an innovation in road building practices in the area of engineering and are

amongst several basic unimproved routes that span throughout the region. The segment of the San Diego & Arizona Railroad remains relatively intact and in good condition. However, previous evaluations have found the line in its entirety not eligible for listing on the NRHP under Section 106 consensus.

3.2.1 Historic

All historic-era buildings/structures over 45 years located within the study area and a 50-foot buffer were recorded. A list of the twenty historic-era built environment resources is summarized in Table 3 below:

Table 3. Historic-Era Built Environment Resources located within the Study Area

Urbana Survey No.	Resource Name	Over 45 Years	Approx. Year Built	CRHR Status Code
1	Unnamed Road	Yes	pre-1953	6Z
3	Unnamed Road	Yes	pre-1953	6Z
5	Unnamed Road	Yes	pre-1953	6Z
6	Unnamed Road	Yes	ca.1971	6Z
7	Unnamed Road	Yes	ca.1971	6Z
9	Unnamed Road	Yes	pre-1953	6Z
13	Jewell Valley Road	Yes	pre-1931	6Z
26	Unnamed Road	Yes	pre-1953	6Z
27	Unnamed Road	Yes	pre-1953	6Z
29	Unnamed Road	Yes	pre-1953	6Z
30	Unnamed Road	Yes	pre-1953; ca.1975 extension	6Z
31	Unnamed Road	Yes	ca.1975	6Z
32	Unnamed Road	Yes	pre-1939	6Z

33	Unnamed Road	Yes	pre-1939; ca.1975 extension	6Z
34	Unnamed Road	Yes	pre-1953	6Z
35	Unnamed Road	Yes	pre-1953	6Z
36	Unnamed Road	Yes	ca.1975	6Z
38	Unnamed Road	Yes	ca.1975	6Z
53	Tule Jim Lane	Yes	pre-1939	6Z
54	San Diego & Arizona Railroad	Yes	1907-1919; 1916-1918	6Y

4.0 INTERPRETATION OF RESOURCE IMPORTANCE AND IMPACT

4.1 RESOURCE IMPORTANCE

The study of the proposed 581-acre Starlight Solar Project identified 20 historic-era built environment resources. Of the 20 identified historic-era resources, 19 are unimproved roads and a small segment of the San Diego & Arizona Railroad (P-37-025680). The area is strongly associated with the homesteading, ranching, transportation, and recreation themes. Over the years, several minor unimproved roads were constructed to facilitate homesteading and ranching in the Boulevard area, many of which are still present to this day. However, none of the identified roads were found individually eligible under any of the established CRHR/Local criteria.

Although the former San Diego & Arizona Railroad (P-37-025680) has been previously recorded outside the study area, the evaluated segment that spans within the study area has never been documented. In 2020, the line was evaluated as a whole and was found not eligible for listing on the NRHP under Section 106 consensus. The present evaluation concurs with previous conclusions. Only a segment of the line in the Carrizo Gorge was identified as potentially significant under the theme of engineering, however, no longer retains sufficient integrity to convey its significance.

4.2 IMPACT IDENTIFICATION

No significant historical resources were identified within the boundaries of the project study area. Because no significant historical resources exist within the proposed project study area, no impacts to historical resources will occur as a result of the proposed project.

5.0 MANAGEMENT CONSIDERATIONS - MITIGATION MEASURES AND DESIGN CONSIDERATIONS

No significant historical resources were identified within the boundaries of the subject property. As such, the proposed discretionary project would not result in an adverse effect to a historical resource within the study area and would not cause substantial change to the environment, relative to historical resources. Because no impacts to historical resources would occur, no mitigation measures are required as part of this HRTR.

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8.0 LIST OF MITIGATION MEASURES AND DESIGN CONSIDERATIONS

Historic Resources	Project Design Features	Mitigation Measures
No historically significant resources were identified.	None required.	None required.

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