

FINAL ENVIRONMENTAL IMPACT REPORT GRAYSON REPOWERING PROJECT

ENVIRONMENTAL IMPACT ANALYSIS
March 1, 2018

4.10 TRIBAL CULTURAL RESOURCES

4.10.1 ENVIRONMENTAL SETTING

4.10.1.1 Existing Conditions

The Grayson Power Plant is located in Glendale, Los Angeles County, California. The Plant was evaluated per the California Register of Historical Resources (CRHR) and Glendale Register of Historic Resources (Stantec, 2016). While the Plant does possess potential significance under the CRHR and Glendale Register of Historic Resources Criteria 1, 2, 3, and 4, a lack of integrity under all aspects of integrity recognized by the CRHR, and implemented for the City of Glendale Register of Historic Resources which is silent on aspects of integrity, undermines the property's ability to convey importance/significance for either the state or local registers. Integrity has been significantly diminished at the site due to continuous improvements such alterations, changes, additions, and demolition of the buildings and structures to respond to and cope with demand and need for efficient energy production for the City of Glendale. The Grayson Power Plant is therefore not eligible for the CRHR or City of Glendale Register of Historic Resources under Criteria 1, 2, 3, or 4 (Stantec, 2016).

A cultural resources survey of Unit 9 of the Grayson Power Plant (URS, 2003) was negative and did not identify any cultural resources.

An archaeological survey of the Project site was conducted in 2003 by URS for the Unit 9 installation project. The report notes the "existing plant location is located on previously disturbed land that is covered with asphalt, gravel, or structures.¹²" The records search for the 2003 study covered the entire Grayson Power Plant site and a field survey determined that the Unit 9 project would have no impact on cultural resources.

A cultural resources records search was subsequently conducted by Stantec as part of preparation of the Architectural Resource Evaluation (now titled "Historic Resource Inventory and Evaluation") for the Project. The 2016 records search, which also encompassed the power plant site boundaries did not reveal any known records of cultural resources. Due to its industrialized development with asphalt, gravel, or structures, further non-destructive field survey that would add useful data for evaluating the potential presence of subsurface cultural resources was not possible.

¹² URS, 2003, City of Glendale Water & Power Grayson Unit 9 Project, Cultural Resources Technical Study.

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4.10.2 LAWS, ORDINANCES, REGULATIONS, AND STANDARDS (LORS)

Table 4-73 Applicable Federal, State, Local LORS for Tribal Cultural Resources

LORS	Administering Agency
Federal	
Section 106 of the National Historic Preservation Act	Code of Federal Regulations
National Register of Historic Places	Code of Federal Regulations
Native American Graves Protection and Repatriation Act	Code of Federal Regulations
State	
California Register of Historical Resources	California Code of Regulations
California Historical Landmarks	
California Points of Historical Interest	
California Environmental Quality Act	
Native American Heritage Commission	
California Public Records Act	
California Health and Safety Code, Sections 7050 and 7052	
California Penal Code, Section 622.5	
Public Resources Code, Section 5097.5	
Senate Bill 18	
Assembly Bill 52	California Natural Resources Agency
Local	
City of Glendale General Plan, Historic Preservation Element	City of Glendale

Federal LORS

Section 106 of the National Historic Preservation Act – Code of Federal Regulations

Archaeological resources are protected through the National Historic Preservation Act (NHPA) of 1966, as amended (16 USC 470f), and its implementing regulation, Protection of Historic Properties (Code of Federal Regulations [CFR] 36 Part 800), the Archaeological and Historic Preservation Act of 1974, and the Archaeological Resources Protection Act of 1979. Prior to implementing an “undertaking” (e.g., issuing a federal permit), Section 106 of the NHPA requires federal agencies to consider the effects of the undertaking on historic properties and to afford the Advisory Council on Historic Preservation and the State Historic Preservation Officer a reasonable opportunity to comment on any undertaking that would adversely affect properties eligible for listing in the National Register of Historic Places (National Register). As indicated in Section 101(d)(6)(A) of the NHPA, properties of traditional religious and cultural importance to a tribe are eligible for inclusion in the National Register. Under the NHPA, a resource is considered significant if it meets the National Register listing criteria at 36 CFR 60.4.

National Register of Historic Places – Code of Federal Regulations



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The National Register was established by the NHPA of 1966, as “an authoritative guide to be used by federal, State, and local governments, private groups and citizens to identify the Nation’s historic resources and to indicate what properties should be considered for protection from destruction or impairment” (CFR 36 Section 60.2). The National Register recognizes both historical period and prehistoric archaeological properties that are significant at the national, state, and local levels.

To be eligible for listing in the National Register, a resource must be significant in American history, architecture, archaeology, engineering, or culture. Districts, sites, buildings, structures, and objects of potential significance must meet one or more of the following four established criteria (U.S. Department of the Interior, 1995):

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

Unless the property possesses exceptional significance, it must be at least 50 years old to be eligible for listing in the National Register (U.S. Department of the Interior, 1995).

In addition to meeting the criteria of significance, a property must have integrity. Integrity is defined as “the ability of a property to convey its significance” (U.S. Department of the Interior, 1995). The National Register recognizes seven qualities that, in various combinations, define integrity: location, design, setting, materials, workmanship, feeling, and association. To retain historic integrity a property must possess several, and usually most, of these seven aspects. Thus, the retention of the specific aspects of integrity is paramount for a property to convey its significance.

Native American Graves Protection and Repatriation Act of 1990 – Code of Federal Regulations

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 sets provisions for the intentional removal and inadvertent discovery of human remains and other cultural items from federal and tribal lands. It clarifies the ownership of human remains and sets forth a process for repatriation of human remains and associated funerary objects and sacred religious objects to the Native American groups claiming to be lineal descendants or culturally affiliated with the remains or objects. It requires any federally funded institution housing Native American remains or artifacts to compile an inventory of all cultural items within the museum or with its agency and to provide a summary to any Native American tribe claiming affiliation.

State LORS



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California Register of Historic Resources — California Code of Regulations

Created in 1992 and implemented in 1998, the California Register is "an authoritative guide in California to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate what properties are to be protected, to the extent prudent and feasible, from substantial adverse change." Certain properties, including those listed in, or formally determined eligible for listing in, the National Register and California Historical Landmarks numbered 770 and higher, are automatically included in the California Register. Other properties recognized under the California Points of Historical Interest program, identified as significant in historic resources surveys or designated by local landmarks programs, may be nominated for inclusion in the California Register. A resource, either an individual property or a contributor to a historic district, may be listed in the California Register if the State Historical Resources Commission determines that it meets one or more of the following criteria, which are modeled on National Register criteria:

1. It is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage.
2. It is associated with the lives of persons important in our past.
3. It embodies the distinctive characteristics of a type, period, region, or method of construction; represents the work of an important creative individual; or possesses high artistic values.
4. It has yielded, or may be likely to yield, information important in history or prehistory.

Furthermore, under the California Public Resources Code (PRC) 5024.1, Title 14 California Code of Regulations (CCR), Section 4852(c), a cultural resource must retain integrity to be considered eligible for the California Register. Specifically, it must retain sufficient character or appearance to be recognizable as a historical resource and convey reasons of significance. Integrity is evaluated with regard to retention of such factors as location, design, setting, materials, workmanship, feeling, and association. Cultural sites that have been affected by ground-disturbing activities, such as farming, often lack integrity because they have been directly damaged or moved from their original location, among other changes.

Typically, an archaeological site in California is recommended eligible for listing in the California Register based on its potential to yield information important in prehistory or history (Criterion 4). Important information includes chronological markers such as projectile point styles or obsidian artifacts that can be subjected to dating methods or undisturbed deposits that retain their stratigraphic integrity. Sites such as these have the ability to address research questions.

California Historical Landmarks

California Historical Landmarks (CHLs) are buildings, structures, sites, or places that have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value and that have been determined to have statewide historical significance by meeting at least one of the criteria listed below. The resource also must be approved for designation by the County Board of



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~~Supervisors (or the city or town council in whose jurisdiction it is located); be recommended by the State Historical Resources Commission; and be officially designated by the Director of California State Parks. The specific standards now in use were first applied in the designation of CHL #770. CHLs #770 and above are automatically listed in the California Register.~~

~~To be eligible for designation as a landmark, a resource must meet at least one of the following criteria:~~

- ~~1. It is the first, last, only, or most significant of its type in the state or within a large geographic region (Northern, Central, or Southern California);~~
- ~~2. It is associated with an individual or group having a profound influence on the history of California;
or~~
- ~~3. It is a prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in a region of a pioneer architect, designer, or master builder.~~

California Points of Historical Interest

California Points of Historical Interest (PHI) are sites, buildings, features, or events that are of local (city or county) significance and have anthropological, cultural, military, political, architectural, economic, scientific or technical, religious, experimental, or other value. PHI designated after December 1997 and recommended by the State Historical Resources Commission are also listed in the California Register. No historic resource may be designated as both a landmark and a point. If a point is later granted status as a landmark, the point designation will be retired. In practice, the point designation program is most often used in localities that do not have a locally enacted cultural heritage or preservation ordinance.

~~To be eligible for designation as a PHI, a resource must meet at least one of the following criteria:~~

- ~~1. It is the first, last, only, or most significant of its type within the local geographic region (city or county);~~
- ~~2. It is associated with an individual or group having a profound influence on the history of the local area; or~~
- ~~3. It is a prototype of, or an outstanding example of, a period, style, architectural movement or construction or is one of the more notable works or the best surviving work in the local region of a pioneer architect, designer, or master builder.~~

California Environmental Quality Act

CEQA is the principal statute governing environmental review of projects occurring in the state and is codified at PRC Section 21000 et seq. CEQA requires lead agencies to determine if a Project would have a significant effect on the environment, including significant effects on historical or archaeological resources.

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Under CEQA (Section 21084.1), a project that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment. The CEQA Guidelines (Title 14 CCR Section 15064.5) recognize that an historical resource includes: (1) a resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register; (2) a resource included in a local register of historical resources, as defined in PRC Section 5020.1(k) or identified as significant in a historical resource survey meeting the requirements of PRC Section 5024.1(g); and (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 by the lead agency, provided the lead agency's determination is supported by substantial evidence in light of the whole record. The fact that a resource does not meet the three criteria outlined above does not preclude the lead agency from determining that the resource may be an historical resource as defined in PRC Sections 5020.1(j) or 5024.1.

If a lead agency determines that an archaeological site is a historical resource, the provisions of Section 21084.1 of CEQA and Section 15064.5 of the CEQA Guidelines apply. If a project may cause a substantial adverse change (defined as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of an historical resource would be materially impaired) in the significance of an historical resource, the lead agency must identify potentially feasible measures to mitigate these effects (CEQA Guidelines Sections 15064.5(b)(1), 15064.5(b)(4)).

If an archaeological site does not meet the historical resource criteria contained in the CEQA Guidelines, then the site may be treated in accordance with the provisions of Section 21083, which is a unique archaeological resource. As defined in Section 21083.2 of CEQA a "unique" archaeological resource is an archaeological artifact, object, or site, for 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 there is a demonstrable public interest in that information;
- Has a special and particular quality such as being the oldest of its type or the best available example of its type; or,
- Is directly associated with a scientifically recognized important prehistoric or historic event or person.

If an archaeological site meets the criteria for a unique archaeological resource as defined in Section 21083.2, then the site is to be treated in accordance with the provisions of Section 21083.2, which state that if the lead agency determines that a project would have a significant effect on unique archaeological resources, the lead agency may require reasonable efforts be made to permit any or all of these resources to be preserved in place (Section 21083.2(b)). If preservation in place is not feasible, mitigation measures shall be required.

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The CEQA Guidelines note that if an archaeological resource is neither a unique archaeological nor a historical resource, the effects of the project on these resources shall not be considered a significant effect on the environment (CEQA Guidelines Section 15064.5(c)(4)).

Native American Heritage Commission

PRC Section 5097.91 established the Native American Heritage Commission (NAHC), the duties of which include inventorying places of religious or social significance to Native Americans and identifying known graves and cemeteries of Native Americans on private lands. PRC Section 5097.98 discusses the procedures that need to be followed upon the discovery of Native American human remains. The NAHC, upon notification of the discovery of human remains is required to contact the County Coroner pursuant to subdivision (c) of Section 7050.5 of the Health and Safety Code and shall immediately notify those persons it believes to be most likely descended from the deceased Native American.

California Public Records Act

Sections 6254(r) and 6254.10 of the California Public Records Act were enacted to protect archaeological sites from unauthorized excavation, looting, or vandalism. Section 6254(r) explicitly authorizes public agencies to withhold information from the public related to "Native American graves, cemeteries, and sacred places maintained by the Native American Heritage Commission." Section 6254.10 specifically exempts from disclosure requests for "Records that relate to archaeological site information and reports maintained by, or in the possession of, the Department of Parks and Recreation, the State Historical Resources Commission, the State Lands Commission, the NAHC, another state agency, or a local agency, including the records that the agency obtains through a consultation process between a California Native American tribe and a state or local agency".

California Health and Safety Code, Sections 7050 and 7052

Health and Safety Code, Section 7050.5, declares that, in the event of the discovery of human remains outside of a dedicated cemetery, all ground disturbance must cease and the county coroner must be notified. Section 7052 establishes a felony penalty for mutilating, disinterring, or otherwise disturbing human remains, except by relatives.

California Penal Code, Section 622.5

California Penal Code, Section 622.5, provides misdemeanor penalties for injuring or destroying objects of historic or archaeological interest located on public or private lands but specifically excludes the landowner.

Public Resources Code, Section 5097.5

PRC Section 5097.5 defines as a misdemeanor the unauthorized disturbance or removal of archaeological, historic, or paleontological resources located on public lands.

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Senate Bill 18

Senate Bill 18 (SB 18), which went into effect January 1, 2005, requires local governments (city and county) to consult with Native American tribes before making certain planning decisions and to provide notice to tribes at certain key points in the planning process. The intent is to “provide California Native American tribes an opportunity to participate in local land use decisions at an early planning stage, for the purpose of protecting, or mitigating impacts to, cultural places” (Governor’s Office of Planning and Research, 2005).

The purpose of involving tribes at these early planning stages is to allow consideration of cultural places in the context of broad local land use policy, before individual site specific, project level, land use designations are made by a local government. The consultation requirements of SB 18 apply to general plan or specific plan processes proposed on or after March 1, 2005.

According to the Tribal Consultation Guidelines: Supplement to General Plan Guidelines (2005), the following are the contact and notification responsibilities of local governments:

- Prior to the adoption or any amendment of a general plan or specific plan, a local government must notify the appropriate tribes (on the contact list maintained by the NAHC) of the opportunity to conduct consultations for the purpose of preserving, or mitigating impacts to, cultural places located on land within the local government’s jurisdiction that is affected by the proposed plan adoption or amendment. Tribes have 90 days from the date on which they receive notification to request consultation, unless a shorter timeframe has been agreed to by the tribe (Government Code §65352.3).
- Prior to the adoption or substantial amendment of a general plan or specific plan, a local government must refer the proposed action to those tribes that are on the NAHC contact list and have traditional lands located within the city or county’s jurisdiction. The referral must allow a 45-day comment period (Government Code §65352). Notice must be sent regardless of whether prior consultation has taken place. Such notice does not initiate a new consultation process.
- Local government must send a notice of a public hearing, at least 10 days prior to the hearing, to tribes who have filed a written request for such notice (Government Code §65092).

Assembly Bill 52

Assembly Bill 52 (AB 52) (Chapter 532, Statutes of 2014) requires lead agencies to consider the effects of projects on tribal cultural resources and to conduct consultation with federally and non-federally recognized Native American Tribes early in the environmental planning process. AB 52 applies specifically to projects for which a Notice of Preparation (NOP) or a Notice of Intent to adopt a Negative Declaration or Mitigated Negative Declaration (MND) has been filed after July 1, 2015.

The goal of AB 52 is to include California Tribes in determining whether a project may result in a significant impact to tribal cultural resources that may be undocumented or known only to the

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Tribe and its members. This bill specifies that a project that may cause a substantial adverse change in the significance of a tribal cultural resource is a project that may have a significant effect on the environment. AB 52 defines tribal cultural resources as "sites, features, places, cultural landscapes, sacred places, and objects with cultural value to a California Native American Tribe" that are either included or determined to be eligible for inclusion in the CRHR or included in a local register of historical resources (PRC § 21074 (a)(1)).

AB 52 requires that prior to determining whether a Negative Declaration, MND, or Environmental Impact Report (EIR) is prepared for a project, the lead agency must consult with California Native American Tribes, defined as those identified on the contact list maintained by the NAHC, who are traditionally and culturally affiliated with the geographic area of the Project, and who have requested such consultation in writing. Consultation must be initiated by a lead agency within 14 days of determining that an application for a project is complete or that a decision by a public agency to undertake a project. The lead agency shall provide formal notification to the designated contact of, or a tribal representative of, traditionally and culturally affiliated California Native American Tribes that have requested notice. At the very least the notice should consist of at least one written notification that includes a brief description of the Project and its location, the lead agency contact information, and a notification that the California Native American Tribe has 30 days to request consultation pursuant to this section. The lead agency shall begin the consultation process within 30 days of receiving a California Native American Tribe's request for consultation. According to PRC §21080.3.2(b), consultation is considered concluded when either the parties agree to measure to mitigate or avoid a significant effect, if a significant effect exists, on a tribal cultural resource, or a party, acting in good faith and after reasonable effort, concludes that mutual agreement cannot be reached.

Local LORS

City of Glendale General Plan, Historic Preservation Element

The Glendale General Plan, Historic Preservation Element includes the following policies applicable to cultural tribal resources:

Goal 1: ~~Preserve historic resources in Glendale which define community character.~~

Policy 1-4 ~~Require that archaeological surveys and/or monitoring be conducted prior to the issuance of construction permits in archaeologically sensitive areas of the city.~~

Policy 1-5 ~~Temporarily suspend construction work when archaeological sites are discovered; establish procedures which allow for the timely investigation and/or excavation of such sites by qualified professionals as may be appropriate.~~

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~~Policy 1-11 — Ensure protection of historic resources through enforcement of existing codes.~~

~~Policy 1-12 — Support comprehensive studies to discover unrecorded historic resources.~~

~~Goal 1: — Create and continue programs and practices which enable an appreciation of history and historic preservation in Glendale.~~

~~Policy 2-2 — Survey all potential historic resources in Glendale.~~

~~Policy 2-33 — Encourage sensitivity to Native American concerns and values involving aboriginal archaeological sites; consult with representative Native American groups when prehistoric archaeological sites are discovered.~~

4.10.3 ENVIRONMENTAL IMPACTS

The legislature added new requirements regarding tribal cultural resources for CEQA in Assembly Bill 52 (AB 52) that took effect July 1, 2015. AB 52 requires consultation with California Native American tribes and consideration of tribal cultural resources in the CEQA process. By including tribal cultural resources early in the CEQA process, the legislature intended to ensure that local and Tribal governments, public agencies, and project proponents would have information available, early in the project planning process, to identify and address potential adverse impacts to tribal cultural resources. By taking this proactive approach, the legislature also intended to reduce the potential for delay and conflicts in the environmental review process. To help determine whether a project may have such an effect, the Public Resources Code requires a lead agency to consult with any California Native American tribe that requests consultation and is traditionally and culturally affiliated with the geographic area of a Project.

4.10.3.1 Methodology

As per AB 52, the Fernandeno Tataviam Band of Mission Indians and Soboba Band of Luiseno Indians were contacted by letter to request consultation. Neither of these tribes requested consultation.

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4.10.4 PROJECT IMPACTS

Threshold: A resource determined by the lead agency, in its discretion and supported by substantial evidence, to be significant pursuant to criteria set forth in subdivision (c) of Public Resources Code Section 5024.1. In applying the criteria set forth in subdivision (c) of Public Resource Code Section 5024.1, the lead agency shall consider the significance of the resource to a California Native American tribe.

The City has notified California Native American tribes who have formally requested notification on CEQA projects under Assembly Bill 52 that the City proposes to undertake the Project. This notification affords California Native American tribes the opportunity for consultation pursuant to Public Resources Code § 21080.3.1. The Fernandeno Tataviam Band of Mission Indians and Soboba Band of Luiseno Indians were notified by the City of Glendale and did not seek further consultation. On this basis, and also on the basis of the previously cultural resource survey which did not identify any cultural resources on the project site, the Project would have no significant impact to the criteria set forth in subdivision (c) of Public Resources Code Section 5024.1.

Level of Significance before Mitigation

No Impact

Mitigation Measures

No mitigation measures are required.

Level of Significance after Mitigation

No Impact

