

# Integrated Cultural Resources Management Plan Update for Marine Corps Base Camp Pendleton Volume I Report

SEPTEMBER 2017



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# **Final Integrated Cultural Resources Management Plan Update for Marine Corps Base Camp Pendleton**

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## **RECOMMENDED REPORT CITATION**

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## SIGNATURE PAGES

### COMMANDING GENERAL

This updated Integrated Cultural Resources Management Plan documents the procedures and processes through which MCB CamPen fulfills its commitment to compliance with applicable laws, regulations, and policies, in the spirit of faithful stewardship of cultural resources.



R. L. Killea

20171101

Date

Brigadier General, U.S. Marine Corps

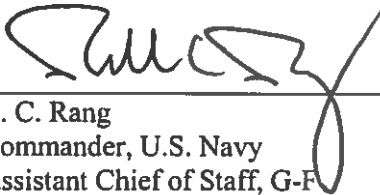
Commanding General

Marine Corps Installations West-Marine Corps Base, Camp Pendleton



## COMMANDER, U.S. NAVY

This updated Integrated Cultural Resources Management Plan documents the procedures and processes through which MCB CamPen fulfills its commitment to compliance with applicable laws, regulations, and policies, in the spirit of faithful stewardship of cultural resources.




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## DIRECTOR, ENVIRONMENTAL SECURITY

This updated Integrated Cultural Resources Management Plan documents the procedures and processes through which MCB CamPen fulfills its commitment to compliance with applicable laws, regulations, and policies, in the spirit of faithful stewardship of cultural resources.

 23 OCT 2017

J. S. Paull

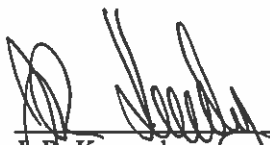
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## COLONEL, U.S. MARINE CORPS

This updated Integrated Cultural Resources Management Plan documents the procedures and processes through which MCB CampPen fulfills its commitment to compliance with applicable laws, regulations, and policies, in the spirit of faithful stewardship of cultural resources.



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## ABBREVIATIONS AND ACRONYMS

1st MARDIV	1st Marine Division
1st MLG	1st Marine Logistics Group
3rd MAW	3rd Marine Air Wing
AC/S ES	Assistant Chief of Staff, Environmental Security
ACHP	Advisory Council on Historic Preservation
ADA	Americans with Disabilities Act
AHPA	Archaeological and Historic Preservation Act
AIRFA	American Indian Religious Freedom Act
amsl	above mean sea level
APE	Area of Potential Effect
ARPA	Archaeological Resources Protection Act
CASMET	Conditions Assessment, Site Monitoring, and Effect Treatment
CETEP	Comprehensive Environmental Training and Education Program
CFR	Code of Federal Regulations
CPAG	Camp Pendleton Archaeological Geographic Information System database
CRM	Cultural Resources Manager
CRMP	Cultural Resources Management Program
DENIX	Defense Environmental Network and Information eXchange
DoD	Department of Defense
DoN	Department of the Navy
DoDI	Department of Defense Instruction
EA	Environmental Assessment
EIS	Environmental Impact Statement
EO	Executive Order
FMD	Facilities Maintenance Division
FONSI	Finding of No Significant Impact
FSC	Facilities Support Contracting
G3/5	Operations and Training
GIS	Geographic Information System
HABS	Historic American Building Survey
HAER	Historic American Engineering Record
HALS	Historic American Landscape Survey
HPCR	Historic Preservation Compliance Report
HQ	Headquarters
ICRMP	Integrated Cultural Resources Management Plan
INRMP	Integrated Natural Resources Management Plan
IMEF	First Marine Expeditionary Force
MAGTF	Marine Air Ground Task Force
MCAS	Marine Corps Air Station
MCI WEST	Marine Corps Installations West
MCB	Marine Corps Base
MCCS	Marine Corps Community Service
MCO	Marine Corps Order
MILCON	military construction
MOA	Memorandum of Agreement
NAGPRA	Native American Graves Protection and Repatriation Act
NAVFAC	Naval Facilities Engineering Command
NEPA	National Environmental Policy Act

## *Abbreviations and Acronyms*

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NHL	National Historic Landmark
NHPA	National Historic Preservation Act
NLT	No later than
NPS	National Park Service
NRHP	National Register of Historic Places
OHP	Office of Historic Preservation
OPNAV INST	Operational Navy Instruction
PA	Programmatic Agreement
PAMS	Process Automation Management Support
PC	Program Comment
REIR	Request for Environmental Review
RPA	Register of Professional Archaeologists
RSU	Reserve Support Unit
SCIC	South Coastal Information Center
SDAC	San Diego Archaeological Center
SDCAS	San Diego County Archaeological Society
SECNAV INST	Secretary of the Navy Instruction
SHPO	State Historic Preservation Officer
SOI	Secretary of the Interior
SOP	Standard Operating Procedure
THPO	Tribal Historic Preservation Officer
USMC	United States Marine Corps
WWII	World War II

## EXECUTIVE SUMMARY

The Department of Defense (DoD) manages and maintains thousands of historic and cultural resources. These resources are the Nation's heritage and DoD holds these assets in trust for all Americans. It is DoD's policy to manage and maintain cultural resources under DoD control in a sustainable manner through a comprehensive program that considers the preservation of historic, archaeological, architectural, and cultural values; is mission supporting; and results in sound and responsible stewardship. Internal military statutes and regulations require Integrated Cultural Resources Management Plans (ICRMP), including Department of Defense Instruction (DoDI) 4715.16, Cultural Resources Management; DoD Measures of Merit; Secretary of the Navy Instruction (SECNAVINST) 4000.35A, Department of the Navy Cultural Resources Program; and Marine Corps Order (MCO) 5090.2A (Change 2, Chapter 8). The ICRMP is a multi-year plan that supports the military training mission by identifying compliance actions required by applicable federal laws and regulations concerning cultural resources management.

At Marine Corps Base Camp Pendleton (MCB Camp Pendleton) and Marine Corps Air Station Camp Pendleton (MCAS Camp Pendleton), the Cultural Resources Management Programs (CRMP) exist to support the Marine Corps mission, achieve regulatory compliance, and ensure Marine Corps stewardship responsibilities are met. A successful cultural resources program requires projects to identify and evaluate resources, implement protection and compliance actions (such as review of proposed undertakings under Section 106 of the National Historic Preservation Act [NHPA]), and collaborate with internal and external stakeholders to advance awareness and preservation.

The ICRMP is the installation Commander's planning and decision document for cultural resources management and specific compliance procedures. It serves as an internal compliance and management plan that integrates cultural resources program requirements with ongoing mission activities and other planning documents and metrics. It identifies potential conflicts between the mission and cultural resources management by analyzing impacts from currently known mission actions and activities, and it identifies compliance actions necessary to maintain the availability of mission-essential properties and acreage. The ICRMP is a five-year plan outlining how an installation will manage its cultural resources in compliance with cultural resources statutes, executive orders, presidential memoranda, regulations, and other requirements.

The purpose of this ICRMP is to provide guidance and to act as a specific planning document for use by Federal resource managers to guide decisions regarding administration of cultural resources on MCB Camp Pendleton and MCAS Camp Pendleton. Every five years the ICRMP must be updated, in accordance with DoDI 4715.16, MCO P5090.2A Change (Ch.) 3 and the U.S. Marine Corps Guidance for Completion of an Integrated Cultural Resources Management Plan Updated, February 2009. Additionally, for this update, the ICRMP was revised to follow a new format prescribed in those 2009 guidelines. This update is designed to complement and provide information for other MCB Camp Pendleton and MCAS Camp Pendleton plans such as the Marine Corps Base Camp Pendleton 2030 Base Master Plan (2010) (MCB Camp Pendleton 2010), Integrated Natural Resources Management Plan (2016), and other installation orders and directives. The update reformats the ICRMP to comply with U.S. Marine Corps Guidance for Completion of an Integrated Cultural Resources Management Plan Updated, February 2009 (2009). This updated ICRMP describes known cultural resources at MCB Camp Pendleton and MCAS Camp Pendleton; identifies and describes the various laws and regulations requiring MCB Camp Pendleton and MCAS Camp Pendleton compliance during the course of planning and executing facility maintenance, new construction, training, and operations; and gives process and protocol guidance for activities that may affect cultural resources.

The ICRMP outlines the U.S. Marine Corps' plan to meet its obligations to preserve historic and prehistoric cultural resources as outlined in Section 106 and Section 110 of the NHPA of 1966, as amended. This updated ICRMP is intended to be an internal technical document used by persons planning and/or preparing MCB Camp Pendleton and MCAS Camp Pendleton approvals, management actions, orders, instructions, guidelines, standard operating procedures, and other plans. Other than the Cultural Resources Section, Environmental Security Department, this ICRMP is not intended to be used by persons operating in the field. Field personnel are expected to be operating under MCB Camp Pendleton and MCAS Camp Pendleton guidelines, plans, orders, or other approvals that have been developed using the ICRMP and have already had environmental compliance review and, where applicable, regulatory approvals and/or permitting. The individual responsible for the management of cultural resources on a day-to-day basis is the Cultural Resources Manager (CRM).

Approximately 100 percent of the surveyable land at MCB Camp Pendleton has been adequately surveyed for cultural resources. As of September of 2017, a total of 840 archaeological resources have been recorded as sites on MCB Camp Pendleton, including prehistoric, historic sites, and multi-component sites. SHPO concurrence on these eligibility recommendations has been obtained for 268 of the sites. One site is listed in the NRHP. Concurrence is undetermined or has not yet been sought for the remaining sites. All known artifact collections derived from excavations on the MCB Camp Pendleton since 1967 are now curated at the SDAC. Currently, this includes more than 1032 cubic feet of space for the collections, with 154 linear feet of archaeological reports from surveys and excavations.

All of the buildings and structures on MCB Camp Pendleton built prior to 1990 have been recently evaluated (HDR 2016). The most comprehensive prior survey report was completed in April 2000 by JRP Historical Consulting Services. In this report, 3,767 buildings and structures built between 1942 and 1989 were documented. Of these, only six buildings were recommended eligible for the National Register of Historic Places (NRHP). Since then, four buildings have been demolished. MCB Camp Pendleton also includes eligible buildings and structures constructed prior to the establishment of the installation. Pre-military era historic resources on MCB Camp Pendleton include two residences built during the Mexican rancho and early American periods: the Santa Margarita Ranch house complex (constructed between the 1840s and 1880s) was determined eligible for NRHP listing, and the Las Flores Adobe (constructed in 1868), designated as a National Historic Landmark and listed in the NRHP in 1968. Both properties include historic associated landscapes. Two Marine Corps era buildings that are also eligible for listing on the National Register include the 1<sup>st</sup> Marine Division Headquarters Building 1133 and the San Onofre Beach Club Building 51811.

MCB Camp Pendleton has completed two ethnohistoric studies involving records at the San Luis Rey and San Juan Capistrano missions about the Luiseño and Juaneño Indians from the MCB Camp Pendleton area. The San Mateo Archaeological District (SMAD) was determined eligible on the basis of its research value (Criterion D). Previous MCB Camp Pendleton documents have discussed SMAD as a TCP for the village, but it has not been formally evaluated as such.

The cultural resources within MCAS Camp Pendleton have been extensively surveyed by numerous investigations. The only resource determined eligible for NRHP listing is a portion of the 'Topomai' habitation site. No historic buildings, structures, landscapes or monuments have been identified on MCAS Camp Pendleton.

# 1. INTRODUCTION

The philosophy of MCB Camp Pendleton and MCAS Camp Pendleton regarding the cultural resources management program is to preserve and protect its components of the nation's heritage through responsible cultural resources stewardship and the implementation of the ICRMP through an integrated approach to cultural resources compliance and preservation consideration which are incorporated into routine management requirements and responsibilities within the Marine Corps' mission-essential requirements.

## 1.1 MISSION AND GOALS FOR THE CULTURAL RESOURCES MANAGEMENT PROGRAM

The Cultural Resource Management Program Mission includes a number of tasks including to support MCB Camp Pendleton's and MCAS Camp Pendleton's mission to train Marines; to comply with United States Marine Corps (USMC) and Navy standards, which are derived from Federal legislation pertaining to cultural resources management; to maintain a cultural resources program that meets and supports MCB Camp Pendleton's national security mission requirements; to assess the success of the cultural resources program; to identify improvements that can be made in the management processes; and finally, to maintain the maximum possible capability of MCB Camp Pendleton to support military training and operational requirements by minimizing the number and areal extent (footprint) of cultural resources-related limitations. Goals and action items are described in detail later in this ICRMP, in Section 2.2.5.

### 1.1.1 Purpose and Authority

The ICRMP is a plan that supports the military training mission by identifying compliance actions required by applicable Federal laws and regulations concerning cultural resources management. Internal military regulations require each installation to have an ICRMP, and to update it every five years. Those regulations include DoDI 4715.16 Cultural Resources Management; DoD Measures of Merit; Secretary of the Navy Instruction (SECNAV INST) 4000.35A, Department of the Navy Cultural Resources Program; Operational Navy Instruction (OPNAV INST) 5090.1B Environmental and Natural Resource Program Manual; and MCO P5090.2A Ch. 3, Chapter 8. Although MCB Camp Pendleton includes MCAS Camp Pendleton resources in its Environmental Management Programs, MCAS Camp Pendleton has a separate ICRMP (Appendix N).

### 1.1.2 MCB Camp Pendleton Installation Mission

MCB Camp Pendleton, San Diego County, California, is the Marine Corps' largest West Coast expeditionary training facility, and the installation's mission is to operate a training base that promotes the combat readiness of the Operating Forces and the mission of other tenant commands by providing training opportunities, facilities, services, and support responsive to the needs of Marines, Sailors, and their families (MCB Camp Pendleton 2014). MCB Camp Pendleton is the Marine Corps' premier amphibious training base and its only West Coast amphibious assault training center. MCB Camp Pendleton is most heavily used by and structured to support the First Marine Expeditionary Force (IMEF).

At MCB Camp Pendleton, the Cultural Resources Management Program (CRMP) exists to support the Marine Corps mission, achieve regulatory compliance, and ensure Marine Corps stewardship responsibilities are met. The CRMP at MCB Camp Pendleton requires the identification and evaluation of resources, implementation of protection and compliance actions such as the review of proposed undertakings under Section 106 of the National Historic Preservation Act (NHPA), and collaboration with internal and external stakeholders to advance awareness and preservation. The main priority of the CRMP at MCB Camp Pendleton is to minimize the risk to important cultural resources while taking into account the interests of outside parties and supporting the military mission.



The management of cultural resources is challenging at MCB Camp Pendleton due to its size and the wide variety of prehistoric and historic sites. The mission of MCB Camp Pendleton requires a plan that supports timely response to the changing needs of military tactics, technology, and research and development, while precluding any unacceptable risk to cultural resources. MCB Camp Pendleton serves and supports many units from the USMC and other DoD agencies that have varied facility and land-use requirements, which continually change. There is often limited lead-time for planning, and many projects cannot be anticipated until actual work and support requirements are formally submitted. This ICRMP provides guidance in support of the military mission without compromising the integrity of nonrenewable cultural resources. This can only be achieved if the plan is designed to evolve in close coordination with that mission.

The mission statement for the ICRMP is to:

- support MCB Camp Pendleton's mission to train Marines;
- comply with USMC and Navy standards, which are derived from Federal legislation pertaining to cultural resources management;
- maintain a cultural resources program that meets and supports MCB Camp Pendleton's national security mission requirements;
- assess the success of the cultural resources program;
- identify improvements that can be made in the management processes;
- maintain the maximum possible capability of MCB Camp Pendleton's to support military training and operational requirements by minimizing the number and areal extent (footprint) of cultural resources related limitations.

The MCB Camp Pendleton is managed under the purview of the Commanding General. The Environmental Security Department is responsible for MCB Camp Pendleton's environmental compliance and developing, coordinating, and implementing this ICRMP, and coordinates with the Environmental Officer at MCAS Camp Pendleton. The Base Archaeologist is assigned responsibilities as the MCB Camp Pendleton CRM.

### 1.1.3 MCAS Camp Pendleton Installation Mission

The mission of MCAS Camp Pendleton is to maintain and operate the Marine Corps' premier Air Station in support of flight operations to prepare Marines for combat while protecting and enhancing the environment and providing the highest quality facilities and services.

The Air Station has been in existence for more than 60 years. While being fully enclosed within MCB Camp Pendleton, the Air Station is a separate installation. It is managed under the purview of the Commander, Marine Corps Installations West (MCI WEST). The Environmental Planner of the Air Station is responsible to the Commanding Officer for all matters related to natural and cultural resources both for the Air Station itself and—importantly—for its tenant squadrons.

## 1.2 ORGANIZATION OF THE ICRMP UPDATE

The ICRMP outlines how the installation will manage its cultural resources in compliance with cultural resources statutes, executive orders, presidential memoranda, regulations, and other requirements. This update of the June 2008 ICRMP addresses four major sections. The first component discusses the basic structure of the cultural resources program. This includes MCB Camp Pendleton users, laws, and regulations that are specifically relevant to cultural resources management at MCB Camp Pendleton, land uses at MCB Camp Pendleton and activities that will most likely have an effect on cultural resources, a description of known cultural resources on MCB Camp Pendleton, and the cultural resources management efforts since the institution of the NHPA. The second section details the management objectives and goals of this ICRMP, the goals and objectives of the 2008 plan, what has been accomplished since the 2008 plan

was completed and new goals based on those accomplishments, the responsibilities of the CRM, types of undertakings that are likely to occur on MCB Camp Pendleton, and policy in regard to mission activities and their impacts on cultural resources. The third section presents the procedures for project planning, activities that may affect cultural resources, and guidelines for implementation of management objectives and goals. The fourth section contains appendices, including the complete texts of some important references, and a comprehensive history of MCB Camp Pendleton for use in future reports.

## 1.3 INSTALLATION DESCRIPTION

### 1.3.1 Physiographic and Natural Setting

MCB Camp Pendleton encompasses approximately 125,000 acres of land and is located within the Peninsular Range physiographic province covering approximately 17 miles along the Pacific Ocean from San Clemente in southern Orange County to Oceanside in northwestern San Diego County, California (Figure 1). It lies about 45 miles north of the city of San Diego. Neighboring communities surrounding MCB Camp Pendleton include San Clemente to the north, Oceanside and Carlsbad to the south, and Fallbrook to the northeast. MCAS Camp Pendleton is fully developed and encompasses 488 acres within the boundaries of south-central portion of MCB Camp Pendleton .

MCB Camp Pendleton lies near the climatic boundary between a coastal belt classified as Koppen type “Csa” (Mediterranean hot summer) (Pryde 1984). Average annual temperatures range from a high of about 71 to a low of about 53 degrees Fahrenheit. Average annual precipitation is about 10 inches, mostly during the winter and spring. This portion of California reflects weather patterns influenced by a subtropical ridge with a shallow marine layer and a pronounced low-level inversion. This Mediterranean climate produces mild and moderately wet winters and warm dry summers tempered by offshore currents.

Elevations on MCB Camp Pendleton range from sea level to approximately 3,188 feet (Figures 2-5, Appendix A). The land on and around MCB Camp Pendleton consists of narrow, flat coastal terraces dissected by northeast to southwest flowing drainages. The terraces change to hills leading to the highlands of the Santa Margarita Mountains to the east. MCB Camp Pendleton contains significant exposures of sedimentary and igneous geological units. These units, or formations, range in age from the Jurassic period to the present. Jurassic metamorphic (altered by heat and pressure) sediments, lower Cretaceous metavolcanics, Cretaceous granites, early Cenozoic sediments, late Tertiary volcanic, and Quaternary alluvium and terrace sequences are present.

The terraces range from 0.5 to 2.5 miles wide from north to south and reach elevations of approximately 200 feet above mean sea level (amsl). The low-lying coastal hills arising inland from the coastal plain are locally termed the San Onofre Hills. The hills rise steeply to elevations averaging about 1,000 feet amsl. San Onofre Mountain, at an elevation of 1,725 feet amsl, is the highest peak in these hills. Northeast of the coastal hills, the Santa Margarita Mountains average between 1,500 and 1,700 feet in elevation, with maximum elevations in this coastal range exceeding 3,000 feet at the southwestern boundary of the Cleveland National Forest. A series of southwest-trending stream valleys cross the generally northwest-trending hills and mountains that are within the base boundary. The four largest drainage systems (north to south) on MCB Camp Pendleton include San Mateo Creek, San Onofre Creek, Las Flores Creek, and Santa Margarita River.

- San Mateo Creek is in MCB Camp Pendleton’s northwestern portion and extends 22 miles from the Pacific Ocean to the Santa Rosa Plateau in the Cleveland National Forest. Talega and Cristianitos Creeks flow into the San Mateo Creek where the basin widens into a broad alluvial floodplain and terminates in a freshwater marsh at the ocean. San Mateo Creek has a 137-square-mile watershed.

- San Onofre Creek wraps around the northeast side of a narrow, almost independent range of hills that closely parallel the coast. The creek is composed of four major subdivisions: Jardine Canyon, North Fork, Central Fork, and South Fork. After draining through long, steep, narrow canyons, the creek enters onto a relatively broad alluvial valley and eventually empties into the ocean at San Onofre Beach. Las Flores Creek originates approximately 1 mile from the ocean at the confluence of Las Pulgas Canyon and Piedra de Lumbre Canyon. The 27-square-mile watershed, which drains the San Onofre Hills and a southwestern flank of the Santa Margarita Mountains, is located entirely on base. After draining through long, steep, narrow canyons, the creek enters a broad alluvial valley and eventually empties into the ocean at Red Beach.
- The Santa Margarita River watershed is approximately 750 square miles stretching from the Pacific Ocean to Mount Palomar and to Thomas Mountain near Idyllwild in Riverside County. After entering MCB Camp Pendleton at the east-central border, the river flows for about 4 miles where it reaches the confluence of De Luz Creek. From this reach, the river flows through a heavily vegetated narrow canyon before it widens into a broad floodplain and eventually discharges into a saltwater estuary.

Each stream has developed its own valley fill deposits, including an alluvial fan at the mouth near the coastline. The inland marine terraces (through which streams have eroded) slope uniformly to the southwest at inclinations of 5 percent or less (260 feet per mile). Mountain slopes are generally moderately steep to steep, and the majority of the mountains exceed slopes of 15 percent (790 feet per mile).

### 1.3.2 Military Land Uses

MCB Camp Pendleton is a Marine Corps' training facility and facilitates the intensive training required to develop combat instincts, innovation, and leadership skills (Figure 6). MCB Camp Pendleton supports about 36,000 military personnel, employs 4,600 civilians, and houses more than 12,300 dependents on base. MCB Camp Pendleton is most heavily used by and structured to support the First Marine Expeditionary Force (IMEF). IMEF is the command element for all Fleet Marine Force units: 1st Marine Division (1st MARDIV), 1st Marine Logistics Group (1st MLG), and 3rd Marine Air Wing (3rd MAW). The latter relocated to MCAS Miramar except for helicopters and fixed-wing aircraft (Marine Air Group 39), which are based at the MCAS Camp Pendleton. MCB Camp Pendleton also supports several specialized schools, a Reserve Support Unit (RSU), and Headquarters and Support Battalion. MCB Camp Pendleton's training ranges are used by active Marine and Navy units, reserve Marines, Army National Guard, nearby police academies, and private research firms for weapons testing.

The predominate types of land uses on base are military training, base infrastructure and mission support (including cantonment and recreational facilities), and real estate agreements and leases. MCB Camp Pendleton consists of developed areas that are, in large part, isolated from one another by large areas of undeveloped land, which is used for military training. Land used for training includes 31 training areas, five impact areas, more than 100 live-fire facilities, five amphibious assault landing beaches, and approximately 230 square miles of Special Use Airspace.

As of October 2011, developed areas (cantonment and housing areas) at MCB Camp Pendleton, not including roads, total approximately 9,400 acres (MCB Camp Pendleton 2012). The largest concentration of development is on the southeast corner of MCB Camp Pendleton located along Vandegrift, Basilone, and San Mateo roads. Most developed areas are located within the alluvial valleys, low-lying hills, and coastal plateaus. Military land uses at MCB Camp Pendleton include operational (e.g., aircraft operations) and non-operational (e.g., community support) uses and functions. While some locations and land uses on MCB Camp Pendleton support only one type of activity (e.g., family housing), most areas on base support multiple activities.

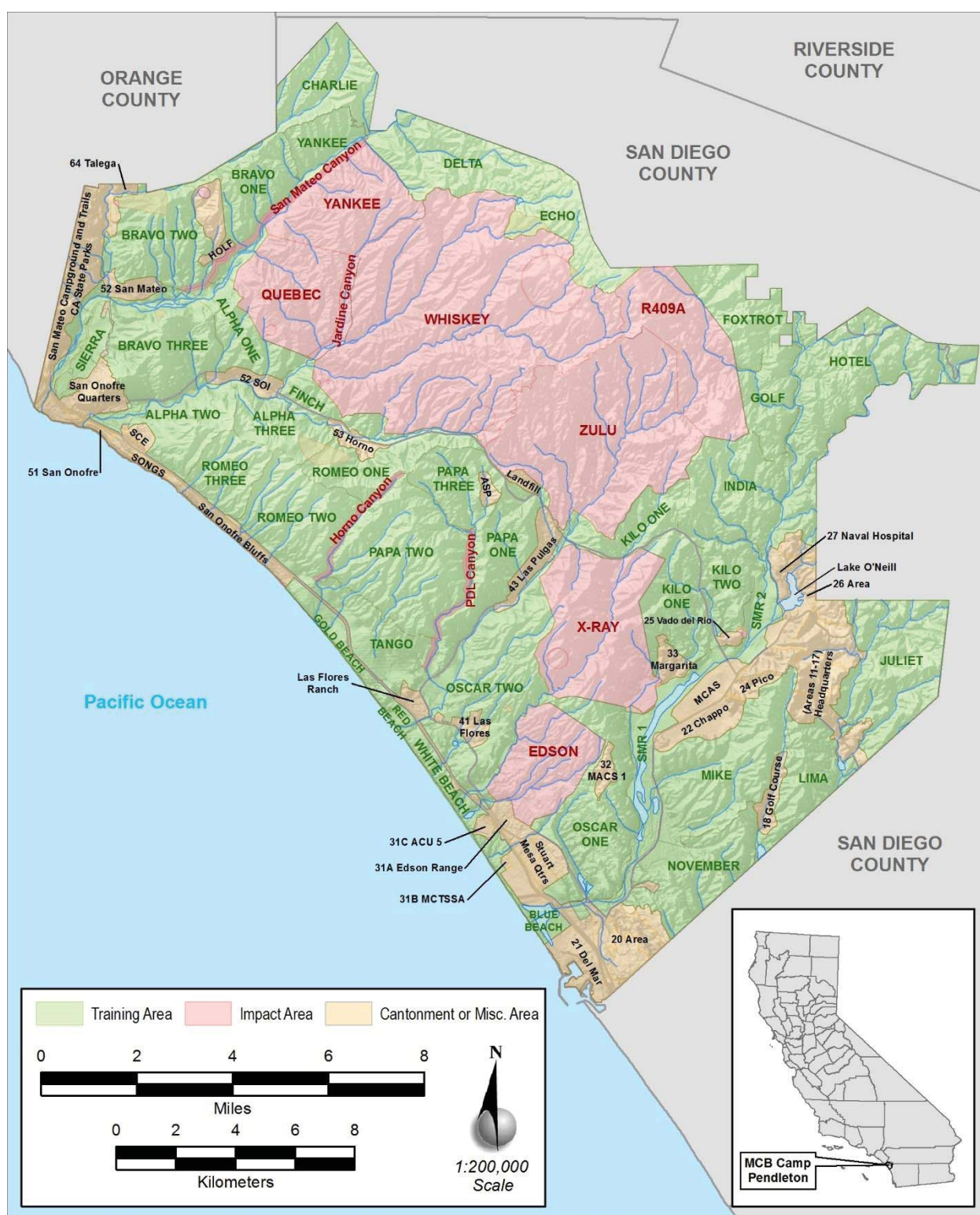


Figure 1. Project location map.



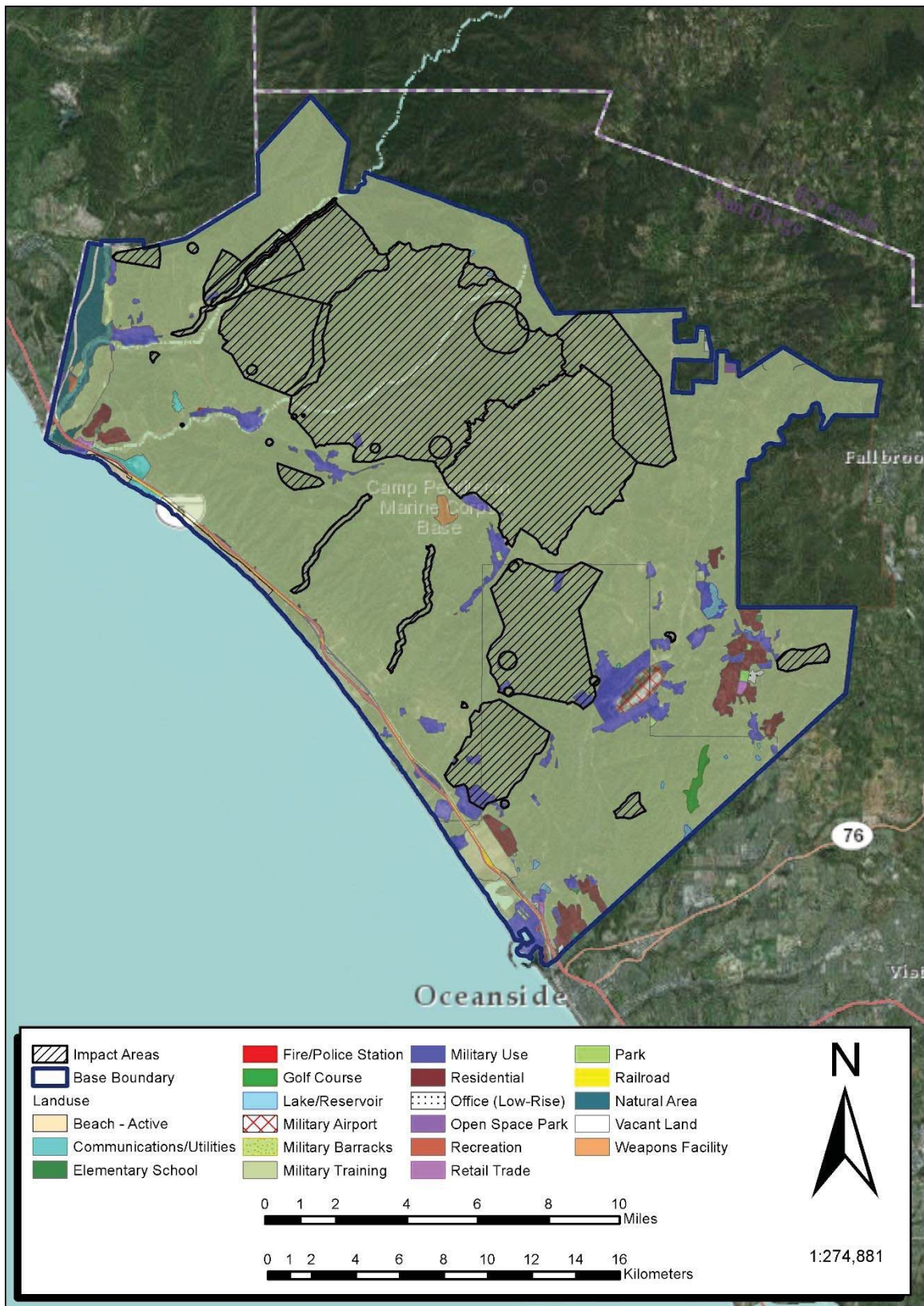


Figure 6. Land use at MCB Camp Pendleton.

MCB Camp Pendleton's natural resources are unique and irreplaceable to the USMC because they combine a long coastline and extensive, diverse inland ranges and maneuver areas. This provides the only setting available to the military where the full spectrum of Marine combat doctrine can be exercised: amphibious landings and all elements of the Marine Air Ground Task Force (MAGTF), including aviation and support combat arms.

### 1.3.3 Non-Military/Non-Operational Land Uses

Land uses not directly related to or supportive of the military mission also take place within MCB Camp Pendleton. These non-military uses include long-term out-leases and easements for approximately 4,350 acres of the base. These agreements include easements for public utilities and transit corridors, leases to public educational and retail agencies, and California State Parks. Leaseholder agreements require that each leaseholder comply with any and all applicable Federal and state regulatory laws. Some of the real estate agreement acreage is also available to training (e.g., utility corridors and State Beach land). Significant leaseholders include:

- California Department of Parks and Recreation
- San Onofre Nuclear Generating Station
- SDG&E
- Caltrans
- North San Diego County Transit Development Board

The largest single leaseholder on the base is the State of California Department of Parks and Recreation, which accounts for approximately 2,000 acres, leased from the DoN in 1971 for a 50-year term. The San Onofre State Beach includes: 1) 3.5 miles of sandy beaches with six access trails cut into the bluff above; 2) a beachfront campground along Old Highway 101 adjacent to the sandstone bluffs; 3) Trestles and San Onofre surf beaches; and 4) San Mateo campground. The San Mateo campground lies inland within the San Mateo drainage, adjacent to and along the north side of the creek. State Park-leased areas are used for public recreation. However, with advanced coordination, military training is permissible within the park.

Lessees are required to manage the cultural and natural resources on the lands leased for their use, consistent with the philosophies and supportive of the objectives of the MCB Camp Pendleton ICRMP and Integrated Natural Resources Management Plan (INRMP). Each lessee that manages and/or controls use of lands leased from MCB Camp Pendleton (e.g., State Parks) is required to generate and submit a CRMP for approval by the Base within one year of establishment of their lease or upon renewal. Lessees are also required to identify any activity that may affect cultural resources.

## 1.4 INFORMATION GATHERING, INPUT, AND REVIEW FOR THE PREPARATION OF THE ICRMP UPDATE

Data required for the preparation of this ICRMP update was solicited and obtained from both internal and external sources. External sources included the California State Historic Preservation Officer (SHPO), San Diego Archaeological Center (SDAC), San Diego County Archaeological Society (SDCAS), and a number of Native American tribes.

Native American tribes near MCB Camp Pendleton lands were consulted, and their input was requested for the purposes of updating this ICRMP (contact record for tribal representatives is in Appendix B). Consultation is carried out with those Native American groups or individuals who may have an interest in the geographic area or particular resources and land uses under consideration. The Native American tribes contacted include:

- La Jolla Band of Luiseño Mission
- Pala Band of Mission Indians
- Pauma Band of Mission Indians
- Pechanga Band of Luiseño Mission Indians
- Rincon Band of Luiseño Mission Indians
- Soboba Band of Luiseño Mission Indians
- Juaneño (non-Federally recognized)
- San Luis Rey Band of Luiseño Mission Indians (non-Federally recognized)

Internal sources of information included the 2008 ICRMP and records and files from the Environmental Security Office. Information and draft review was solicited from MCB Camp Pendleton staff and departments, including the Facilities Management (Public Works Division), Facilities Maintenance Division (FMD) (which includes Facilities Support Contracting [FSC]), G3/5 (Ops and Training), and Marine Corps Community Service (MCCS).

## 1.5 LAWS AND REGULATIONS

There are numerous Federal statutes, regulations, Executive Orders (EOs), and memoranda applicable to the management of historic properties and the operation of MCB Camp Pendleton's and MCAS Camp Pendleton's cultural resources program. Table 1 provides a comprehensive list of regulations followed by annotated descriptions of key laws and regulations. The components of this chapter are organized as follows: the first component lists each of the Federal laws that pertain to cultural resources, including their implementing regulations and guidelines; the second lists EOs and Presidential Memoranda; and the final component outlines the military regulations and guidance geared toward cultural resources management.

Federal legislation and regulations apply to the management of cultural resources on Federal reservations, including military installations like MCB Camp Pendleton and MCAS Camp Pendleton. Federal, DoD, DoN, and Marine Corps regulations also apply to tenants (i.e., other Federal agencies, contractors, lessees) situated on real property under DoN/USMC jurisdiction.

DoD Instructions can be accessed at <http://www.dtic.mil/whs/directives>. The Defense Environmental Network and Information eXchange (DENIX) is an electronic environmental bulletin board accessible throughout the DoD. It gives DoD environmental occupational health and safety officers a central communications platform to gain timely access to vital environmental information.

Table 1. Cultural Resources Laws and Regulations

### FEDERAL

#### Laws and Executive Orders

National Historic Preservation Act of 1966, as amended (NHPA)

National Monument Act/Antiquities Act of 1906

Reservoir Salvage Act of 1960

Archaeological Resources Protection Act of 1979 (ARPA)

Executive Order 11593, Protection and Enhancement of the Cultural Environment

American Indian Religious Freedom Act of 1978 (AIRFA)

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Executive Order 13007, Indian Sacred Sites

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Presidential Memorandum for Heads of Executive Departments and Agencies: Government to Government Relations with Native American Tribal Governments

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Native American Graves Protection and Repatriation Act (NAGPRA)

---

National Environmental Policy Act of 1969 (NEPA)

---

Historic Sites, Buildings, Objects and Antiquities Act of 1935

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Religious Freedom Restoration Act of 1993

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Archaeological and Historic Preservation Act of 1974

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Sikes Act and Sikes Act Improvement Amendment 1998

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Americans with Disabilities Act of 1990

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Executive Order 11593, Protection and Enhancement of the Cultural Environment

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Executive Order 13006, Locating Federal Facilities on Historic Properties in Our Nation's Central Cities

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Executive Order 13007, Indian Sacred Sites

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Executive Order 13084, Consultation and Coordination with Indian Tribal Governments

---

Executive Order 13175, Consultation and Coordination with Indian Tribal Governments

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Executive Order 13287, Preserve America

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Executive Order 13327, Federal Real Property Asset Management

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Executive Order 13514, Federal Leadership in Environmental, Energy, and Economic Performance

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## Regulations

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Curation of Federally Owned Archaeological Collections (36 CFR 79)

---

National Historic Landmark Program (36 CFR 65)

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National Register of Historic Places (36 CFR 60) and Determinations of Eligibility for Inclusion in the National Register (36 CFR 63)

---

Protection of Archaeological Resources: Uniform Regulations (43 CFR 7)

---

Protection of Historic Properties (36 CFR 800) - Section 106 Process

---

Secretary of the Interior's Standards for the Treatment of Historic Properties (36 CFR 68)

---

Waiver of Federal Agency Responsibility under Section 110 of the National Historic Preservation Act (36 CFR 78)

---

Regulations Implementing the National Environmental Policy Act (40 CFR 1500–1508)

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Preservation of American Antiquities (43 CFR 3)

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Supplemental Regulations [per Archaeological Resources Protection Act] (43 CFR 7)

---

Native American Graves Protection and Repatriation Act Implementation (43 CFR 10)

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## 1. Introduction

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### Standards and Guidelines

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Guidelines for Federal Agency Responsibilities, Under Section 110 of the NHPA

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The Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation

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The Secretary of the Interior's Professional Qualifications Standards

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The Secretary of the Interior's Proposed Historic Preservation Professional Qualification Standards

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The Secretary of the Interior's Standards for Treatment of Historic Properties (36 CFR 68)

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The Secretary of the Interior's Standards for Rehabilitation (36 CFR 67)

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The Secretary of the Interior's Standards for Architectural and Engineering Documentation

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The Secretary of the Interior's Standards and Guidelines for Federal Agency Historic Preservation Programs Pursuant to the National Historic Preservation Act

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### DEPARTMENT OF DEFENSE

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Department of Defense Instruction 4715.16, Cultural Resource Management (September 2008)

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Department of Defense Instruction 4710.02, DoD Interactions with Federally Recognized Tribes (September 2006)

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Department of Defense American Indian and Alaska Native Policy

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### DEPARTMENT OF THE NAVY

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Marine Corps Guidance for Completion of an Integrated Cultural Resources Management Plans (February 2009)

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MCO 11000.10, Archaeological and Historic Resources Management (May 1986)

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MCO P5090.2A Ch. 3, Chapter 8 Environmental Compliance and Protection Manual

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MCO 57501.1, Manual for the Marine Corps Historical Program (February 1992)

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Secretary of the Navy Instruction 4000.35A, Department of the Navy Cultural Resources Program

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Secretary of the Navy Instruction 11010.14, Department of the Navy Policy for Consultation with Federally Recognized Indian Tribes

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OPNAV INST 5090.1B, Department of the Navy Environmental and Natural Resources Program Manual

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### OTHER

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MCIWEST-MCB Camp Pendleton Regulation 5000.2, Ch 1, Chapter 8, Section 3: Resources Management (August 14, 2013)

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Final Programmatic Agreement Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Undertakings on MCB Camp Pendleton (August 2014)

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Cooperate Agreement No. M3320013RCFE122 between the DoN and University of Vermont For Historic Preservation and Architectural Conservation Work (September 2013)

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MCB Camp Pendleton Regulation 5090.6, Comprehensive Environmental Training and Education Program (CETEP) (July 2002)

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### 1.5.1 Federal Statutes and Implementing Regulations

#### **National Historic Preservation Act of 1966, as amended, and Implementing Regulations; 54 U.S. Code 300101**

The National Historic Preservation Act (NHPA) of 1966, as amended through 2014, is the primary Federal statute that addresses the management of cultural resources. It establishes Federal policy on historic preservation and provides the framework by which the nation's historic preservation program was developed. Provisions of the NHPA most applicable to MCB Camp Pendleton's and MCAS Camp Pendleton's historic preservation program include:

- **Section 106; 54 U.S. Code 306108 (36 Code of Federal Regulations [CFR] Part 800, revised August 5, 2004); Protection of Historic and Cultural Properties**  
Section 106 requires Federal agencies to take into account the effect of undertakings on historic properties, and to allow the Advisory Council (discussed below) an opportunity to comment on such undertakings. This implementing guidance for Section 106 defines the process by which conflicts between historic preservation goals and proposed activities are identified and establishes steps for the resolution of conflicts through consultation. Specific guidance for Section 106 responsibilities is provided in Chapter 3: Standard Operating Procedures.
- **Section 110; 54 U.S. Code 306101-306114**  
This section of the NHPA affects all activities concerning historic properties under Federal jurisdiction. These guidelines are designed to aid Federal agencies in making informed decisions in a good and steward-like manner for all historic resources under their care.
- **National Register of Historic Places (36 CFR 60)**  
The National Register of Historic Places (NRHP) is the nation's inventory of historic places and the national repository of documentation on the variety of historic property types. The established nomination process provides an avenue whereby historic properties of value on a national, state, or local level can be identified and nominated to the NRHP for listing.
- **State Historic Preservation Officers (SHPOs)**  
The NHPA provides for a SHPO appointed by the governor to oversee a state's historic preservation program and integrate it into the national program. Note that, as of 19 July 2010, the address for the California SHPO has changed. The new address is: State Historic Preservation Officer, Office of Historic Preservation, 1725 23rd Street, Suite 100, Sacramento, CA 95816.
- **Advisory Council on Historic Preservation**  
The Advisory Council on Historic Preservation (ACHP) was created to review Federal actions concerning historic properties and to advise the President and Congress on historic preservation issues.
- **Section 111; 54 U.S.C. 306121 and 306122**  
Section 111 addresses the lease or exchange of historic properties, including stipulations for agreements to manage those properties.

The primary implementing regulations for the NHPA are:

- **Title 36 CFR 60, "National Register of Historic Places"**  
Provisions of this regulation address concurrent state and Federal nominations; nominations by Federal agencies; revision of nominations; and removal of properties from the NRHP.
- **Title 36 CFR 63, "Determinations of Eligibility for Inclusion in the National Register of Historic Places"**  
Provisions of this regulation establish processes for Federal agencies to obtain determinations of eligibility on properties.
- **Title 36 CFR 67, Secretary of the Interior's Standards for Rehabilitation**

Provisions of this regulation contain the Secretary of the Interior's (SOI) standards for historic preservation projects, including acquisition, protection, stabilization, preservation, rehabilitation, restoration, and reconstruction.

- **Title 36 CFR 79, "Curation of Federally Owned and Administered Archeological Collections"**

Provisions of this regulation provide standards, procedures and guidelines to be followed by Federal agencies in preserving and providing adequate long-term curatorial services for archaeological collections of prehistoric and historic artifacts and associated records that are recovered under Section 110 of the NHPA, the Reservoir Salvage Act, ARPA, and the Antiquities Act.

- **Title 36 CFR 800, "Protection of Historic and Cultural Properties"**  
Provisions of this regulation include regulations of the ACHP to implement Section 106 of the NHPA as amended and presidential directives issued pursuant thereto.
- **Title 36 CFR 18, "Leases and Exchanges of Historic Property"**  
Provisions of this regulation govern historic property leasing and exchange.

### **Archaeological Resources Protection Act, as amended, and Implementing Regulations; 16 U.S. Code 470aa-470mm**

The Archaeological Resources Protection Act (ARPA), as amended, sets forth requirements above and beyond those of the NHPA, that are applicable to Federal or Native American lands, including:

- Establishing standards for permissible excavation, as validated through a permit process, and prohibiting unauthorized excavation;
- Prescribing civil and criminal penalties for violations of the ARPA;
- Encouraging cooperation between Federal agencies and private individuals.

ARPA permits are required for archaeological research studies on public lands that are not directly contracted or requested by a U.S. government agency. ARPA permits for non-government contracted research on the MCB Camp Pendleton and MCAS Camp Pendleton must be submitted to the CRM. ARPA permits are not required for government officials or their contractors for work associated with the management of archaeological resources (43 CFR 7.5(c)).

Primary implementing regulations for ARPA include Title 36 CFR 79 and:

- **Title 43 CFR 7, Subparts A and B, "Protection of Archeological Resources, Uniform Regulations" and "Department of the Interior Supplemental Regulations"**  
Provisions of this regulation provide definitions, standards, and procedures for Federal land managers to protect archaeological resources and provide further guidance for Interior bureaus on definitions, permitting procedures, and civil penalty hearings. (Note that 43 CFR 7 is duplicated in 32 CFR 229.)

### **Native American Graves Protection and Repatriation Act of 1990, and Implementing Regulations; 25 U.S. Code 3001-3013**

The Native American Graves Protection and Repatriation Act (NAGPRA) of 1990 provides for consultation with appropriate native groups prior to the excavation of human remains, and specified cultural items such as unassociated funerary objects, sacred objects, and items of cultural patrimony, or after their inadvertent discovery. In addition, NAGPRA requires Federal agencies to inventory and repatriate Native American human remains and cultural items in their possession.

The primary implementing regulation of NAGPRA is:

- **Title 43 CFR 10**

Provisions of this regulation establish a systematic process for determining the rights of lineal descendants, Native American tribes, and Native Hawaiian organizations to certain Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony with which they are affiliated.

**American Indian Religious Freedom Act of 1978; 42 U.S. Code 1996-1996a**

The American Indian Religious Freedom Act (AIRFA) of 1978 establishes the rights of Native Americans to have access to sacred sites or sites of religious importance, and to possess and use sacred objects. No regulations have yet been published for this law.

**Archaeological and Historic Preservation Act of 1974; 16 U.S. Code 469c-2**

The Archaeological and Historic Preservation Act (AHPA) of 1974 provides for survey, recovery, preservation, and protection of scientific, prehistoric, historic, or archaeological data that may be irreparably lost as a result of Federal construction projects, or Federally licensed projects, activities, or programs.

**National Monument Act of 1906, and Implementing Regulations, Preservation of Antiquities; 34 Stat. 225, 16 U.S.C. 431 et seq.**

Also known as the Antiquities Act of 1906, this is the original protective statute for antiquities, including landmarks, archaeological sites, buildings, and similar properties on Federal land.

The primary implementing regulations for this act are Title 36 CFR 79 and:

- **Title 43 CFR 3**

Provisions of this regulation establish procedures to be followed for permitting the excavation or collection of prehistoric and historic objects on Federal lands.

**Historic Sites Act of 1935, and Implementing Regulations; 16 U.S. Code 461-467**

The Historic Sites Act of 1935 established national policy for the public use of historic resources, including National Historic Landmarks.

The primary implementing regulation for this act is:

- **Title 36 CFR 65, "National Historic Landmarks Program"**

Provisions of this regulation establish criteria and procedures for identifying properties of national significance, designating them as national historic landmarks, revising landmark boundaries, and removing landmark designations.

**National Environmental Policy Act of 1969, as amended; 42 U.S. Code 4231**

The National Environmental Policy Act (NEPA) requires Federal agencies to consider the environmental impacts of their proposed actions and reasonable alternatives to those actions. It identifies circumstances requiring the preparation of an Environmental Assessment (EA) or Environmental Impact Statement (EIS) in response to an adverse effect upon an historic resource.

**Americans with Disabilities Act of 1990, as amended 2008; 42 U.S. Code 12101**

The Americans with Disabilities Act (ADA) of 1990, as amended, provides a national mandate prohibiting discrimination against disabled individuals. It defines a disabled person and establishes standards for addressing discrimination toward such persons and ensures that the Federal government plays a central role in enforcing those standards.

## 1.5.2 Executive Orders and Presidential Memoranda

### **Executive Order 11593, Protection and Enhancement of the Cultural Environment, 13 May 1971**

EO 11593 directs Federal agencies to provide leadership in preserving, restoring, and maintaining the historic and cultural environment of the Nation; to ensure the preservation of cultural resources; to locate, inventory, and nominate to the NRHP all properties under their control that meet the criteria for nomination; and to ensure that cultural resources are not inadvertently damaged, destroyed, or transferred before the completion of inventories and evaluations for the NRHP. The intent of EO 11593 was integrated into NHPA, Section 110, through a 1980 amendment to the statute. Implementing regulations are Title 36 CFRs 60, 63, and 800.

### **Executive Order 13006, Locating Federal Facilities on Historic Properties in Our Nation's Central Cities, 21 May 1996**

This EO directs the Federal government to utilize and maintain historic properties and districts, especially those located in central business areas, wherever operationally appropriate and economically prudent.

### **Executive Order 13007, Indian Sacred Sites, 24 May 1996**

EO 13007 directs that access to Native American sacred sites for ceremonial use by Native American religious practitioners be accommodated on Federal lands. It also directs that the physical integrity of sacred sites be protected and that the confidentiality of these sites be maintained. It further directs that procedures be implemented or proposed to facilitate consultation with appropriate Native American tribes and religious leaders.

### **Executive Order 13084, Consultation and Coordination with Indian Tribal Governments, 14 May 1998**

EO 13084 directs that installations are to be guided by principles of respect, to the full extent permitted by law, when formulating policies that have the potential to affect Native American tribal governments.

### **Executive Order 13175, Consultation and Coordination with Indian Tribal Governments, 06 November 2000**

This EO directs the Federal government to establish regular and meaningful consultation and collaboration with tribal officials in the development of Federal policies that have tribal implications, to strengthen the Federal government-to-government relationships with Federally recognized tribes, and to reduce the imposition of unfunded mandates upon such groups.

### **Executive Order 13287, Preserve America, 03 March 2003**

This EO directs Federal agencies to provide leadership in preserving America's heritage by actively advancing the protection, enhancement, and contemporary use of the historic properties owned by the Federal government; by promoting intergovernmental cooperation and partnerships for the preservation and use of historic properties; by inventorying resources; and by promoting eco-tourism. This EO establishes an annual reporting requirement for Federal agencies with historic properties within their jurisdiction.

### **Executive Order 13327, Federal Real Property Asset Management, 06 February 2004**

This EO directs Federal agencies to promote the efficient and economical use of Federal real property resources in accordance with their value as national assets and in the best interests of the nation. Agencies shall recognize the importance of real property resources through increased management attention, the establishment of clear goals and objectives, improved policies and levels of accountability, and other appropriate action. Each agency shall establish a Senior Real Property Officer.

**Executive Order 13514, Federal Leadership in Environmental, Energy, and Economic Performance, 05 October 2009**

This EO establishes an integrated strategy towards sustainability in the Federal government and to make reduction of greenhouse gas emissions a priority for Federal agencies. The EO established a series of deadlines critical to achieving greenhouse gas emissions reduction goals, as well as numerical targets for agencies.

**White House Memorandum for Heads of Executive Departments and Agencies: Government-to-Government Relations with Native American Tribal Governments, 29 April 1994**

This memorandum calls for consultation between Federal agencies and Federally recognized Native American tribes on a government-to-government basis. The designated tribal representative will be treated as the representative of a government. Consultation shall occur formally and directly between the head of the Federal agency and the tribal leader.

**White House Memorandum for Heads of Executive Departments and Agencies: Policy Concerning Distribution of Eagle Feathers for Native American Religious Purposes, 29 April 1994**

This memorandum provides that because religious practices of Native Americans are protected by AIRFA, Native Americans are permitted to use eagle feathers for religious, ceremonial, or cultural activities by Title 50 Code of Federal Regulations Part 22.22. This memorandum requires Installation Commanders to collect and transfer eagle body parts and carcasses for use in Native American religious activities. Carcasses considered salvageable should be shipped to the U.S. Fish and Wildlife Service, Forensic Laboratory.

### 1.5.3 DoD Regulations and Guidance

**Department of Defense Instruction 4715.16, Cultural Resources Management, 18 September 2008** (DoDI 4715.16 replaces the cultural resource sections of DoDI 4715.3)

This instruction establishes the sustainable preservation and management of cultural resources as DoD policy, assigns responsibilities to comply with statutory and regulatory requirements for ICRMPs, and provides additional guidance concerning implementation, consultation, and the coordination of cultural resources programs with other DoD programs. It is DoD policy to:

- 1) Manage and maintain cultural resources under DoD control in a sustainable manner through a comprehensive program that considers the preservation of historic, archaeological, architectural, and cultural values; is mission supporting; and results in sound and responsible stewardship;
- 2) Be an international and national leader in the stewardship of cultural resources by promoting and interpreting the cultural resources it manages to inspire DoD personnel and to encourage and maintain U.S. public support for its military; and
- 3) Consult in good faith with internal and external stakeholders and promote partnerships to manage and maintain cultural resources by developing and fostering positive partnerships with Federal, Tribal, state, and local government agencies; professional and advocacy organizations; and the general public.

**Annotated Department of Defense American Indian and Alaska Native Policy**

This policy establishes DoD principles for interacting and working with Federally recognized American Indian and Alaska Native governments.



**Department of Defense Instruction 4710.02, DoD Interactions with Federally Recognized Tribes, 14 September 2006**

This instruction implements DoD policy, assigns responsibilities, and provides procedures for DoD interactions with Federally recognized tribes in accordance with EO 13175 and the Presidential Memorandum on “Government-to-Government Relationships with Tribal Governments.”

**SECNAV INST 4000.35A, Department of the Navy Cultural Resources Program, 09 April 2001**

SECNAV 4000.35A provides additional amplifying legislation, regulations, directives and guidance, and DoN contacts for cultural resources inquiries. It iterates policy of DoN for the protection of historic buildings, structures, districts, archaeological sites and artifacts, ships, aircraft, and other cultural resources as an essential part of the defense mission. The instruction provides cultural resources related definitions and responsibilities for the Assistant Secretary of the Navy Installations and Environment.

**SECNAV INST 11010.14 and 11010.14A, Department of the Navy Policy for Consultation with Federally Recognized Indian Tribes, 11 October 2005**

This policy clarifies Navy procedures and responsibilities for consultation with Federally recognized Native American tribes.

**MCO P5090.2A Ch. 3, Environmental Compliance and Protection Manual, Chapter 8, August 26, 2013**

This manual establishes Marine Corps policy and responsibilities for compliance with statutory requirements to protect historic and archaeological resources. Chapter 8 addresses requirements for development and implementation of a historic and archaeological resources protection program, specifically outlining NHPA and ARPA. Procedures, in conformity with DoD specifications, detail the management of cultural resources under DoD control.

**MCO P5750.1G, Manual for the Marine Corps Historical Program, 28 February 1992**

This document sets forth policies and procedures governing the administration of the USMC Historical Program and delineates the respective responsibilities of USMC Headquarters and field commands in the execution of this program. It is published for the instruction and guidance of commanders, staff members, and individuals.

**U.S. Marine Corps Guidance for Completion of an Integrated Cultural Resources Management Plans, 09 February 2009**

This Marine Corps guidance document provides direction on the preparation of ICRMPs for Marine Corps installations. It includes a summary of the required elements of an ICRMP and provides guidance on the preparation of required information.

### **1.5.4 Program Comments and Nationwide Programmatic Agreements**

**Programmatic Memorandum of Agreement, World War II Temporary Buildings, 07 July 1986, and amended 01 May 1991**

This Programmatic Memorandum of Agreement (PMOA) among DoD, the ACHP, and the National Conference of SHPOs provided a nationwide program of evaluation and documentation to mitigate potential adverse effects to all World War II (WWII)-era temporary structures that might be eligible for the NRHP. The agreement defined streamlined procedures for installation compliance with Section 106 of the NHPA and implementing regulations 36 CFR 800 in regard to this specific building type. In compliance with the PA, the DoD established a historical context for the construction of these buildings, examples of these property types were identified and preserved, and all others can now be demolished without further consultation. For all PMOAs and PCs listed in this section, please see Appendix C.

**Program Comment for Capehart and Wherry Era Army Family Housing, 18 November 2004**

This Program Comment (PC) facilitated NHPA compliance with regard to the management of Capehart and Wherry-era family housing at Air Force and Navy bases constructed between 1949 and 1962. The comment defined streamlined procedures for installation compliance with Section 106 of the NHPA and implementing regulations 36 CFR 800 in regard to this specific building type. In compliance with the PC, the Air Force and Navy appended a historical context for the construction of these buildings previously developed by the Army, and properties of particular importance were identified.

**Program Comment for World War II and Cold War Ammunition Storage Facilities, 18 August 2006**

This PC facilitated NHPA compliance with regard to the management of WWII and Cold War ammunition storage facilities at DoD installations constructed between 1939 and 1974. The comment defined streamlined procedures for installation compliance with Section 106 of the NHPA and implementing regulations 36 CFR 800 in regard to these specific building types. In compliance with the PC, the Army expanded their historical context for the construction of these buildings to include the Cold War and undertook detailed documentation of these buildings at nine installations. The Air Force and Navy developed supplemental historical contexts as appendices to the Army's context and documented a representative sample of the basic types of both aboveground and underground ammunition storage facilities. MCAS Miramar served as the USMC study site for the Navy because of the number and variety of different building designs present that dated from WWII through the Cold War. Installations have no further requirements to identify, evaluate, treat, mitigate or consult with their SHPO regarding any WWII or Cold War ammunition storage facilities. Installations may proceed with actions affecting these properties without further NHPA Section 106 compliance responsibilities.

**Program Comment for Cold War Era Unaccompanied Personnel Housing, 18 August 2006**

This PC facilitated NHPA compliance with regard to the management of Cold War unaccompanied personnel housing (barracks) at DoD installations constructed between 1946 and 1974. The comment defined streamlined procedures for installation compliance with Section 106 of the NHPA and implementing regulations 36 CFR 800 in regard to this specific building type. In compliance with the PC, the Air Force and Navy developed supplemental historical contexts as appendices to that previously developed by the Army, and documented a representative sample of the range of unaccompanied personnel housing types constructed during the Cold War. Installations have no further requirements to identify, evaluate, treat, mitigate or consult with their SHPO regarding any Cold War unaccompanied personnel housing. Installations may proceed with actions affecting these properties without further NHPA Section 106 compliance responsibilities.

**1.5.5 MCB Camp Pendleton Directives and Orders****MCIWEST-MCB Camp Pendleton Regulation 5000.2 Ch 1, Chapter 8: Section 3 Resources Management, August 14, 2013**

The base specific regulation details specific cultural resource management policy at MCB Camp Pendleton to: identify, evaluate, and protect cultural resources eligible for inclusion in the NRHP; establish and carry out policy regarding the evaluation, management, and protection of cultural resources; provide command oversight of implementation of natural and cultural resources laws; and provide one central point of contact for conducting regulatory consultation. For all directives, orders, and agreements in this section, please see Appendix D.

**MCB Camp Pendleton Regulation 5090.6, Comprehensive Environmental Training and Education Program 22 July 2002**

In 2002, MCB Camp Pendleton established CETEP to support the Marine Corps goal of full compliance with all environmental requirements and Marine Corps pollution prevention goals. The program intends to



eliminate environmental deficiencies and violations through proper environmental training of personnel. Cultural resources training will be part of the Natural Resource Stewardship Training and Education curriculum.

## 1.6 ROLES AND RESPONSIBILITIES

Users of this updated ICRMP will principally be ES cultural resources staff, AC/S G-3/5 (Operations and Training), AC/S G-F (Facilities), and Security and Emergency Services Battalion. The CRM within the Environmental Security Office is considered Special Staff and serves to coordinate with the other departments, divisions, and contractors as the roles of each have the potential to generate projects that could impact cultural resources.

Departments that will integrate the updated ICRMP into plans and daily operations are AC/S G-F (Facilities) including Public Works Division (PWD) and FMD (which includes FSC), AC/S G-3/5 (Operations and Training), and AC/S MCCA. The ACHP's office and higher Headquarters may use the updated ICRMP as a reference to MCB Camp Pendleton's cultural resources, and Native American Tribes and the public may use it to familiarize themselves with MCB Camp Pendleton's CRMP. Civilian contractors will also use it as a reference document, as they often perform tasks that may impact cultural resources.

### 1.6.1 Roles and Responsibilities

#### Installation Commander

The ultimate responsibility for historic preservation compliance rests with MCB Camp Pendleton's Commanding General (Figure 7). That responsibility includes all efforts to meet requirements of public laws such as NHPA, ARPA, and NAGPRA. The Commanding General programs, budgets, and allocates for the necessary funds to meet the MCB Camp Pendleton's cultural resources stewardship requirements including qualified staffing and training, and requests additional funds as appropriate. Marine Corps installation commanders must work to guarantee continued access to our land, air, and water resources for realistic military training and testing. Installation commanders must also ensure that the cultural resources entrusted to the Marine Corps care remain intact and available for future generations. Marines need access to a variety of landscapes and facilities to conduct training. However, training can impact cultural resources on installation lands. As the American people place intrinsic value on certain resources, failure to protect those resources under the stewardship of the Marine Corps may lead to legislative, executive, or judicial directives limiting Marine Corps access to lands necessary to maintain military readiness.

The MCB Camp Pendleton Commanding General delegates operational tasks to several installation positions as follows:

- 1) ES Director
- 2) CRM
- 3) Staff Archaeologist

#### Environmental Security

The ES Office provides the lead and overall oversight of environmental compliance on MCB Camp Pendleton. This includes planning for and guiding the accomplishment of established goals, objectives, and planned actions to support the military and stewardship missions. Technical guidance is routinely provided by the ES Office regarding cultural resources protection and GIS data management. The ES Office also provides technical environmental advice on both military and nonmilitary NEPA documents, facility planning and military construction (MILCON) projects, maintenance activities, military operations, and other proposed actions that may affect cultural resources. Information on the cultural resources on MCB

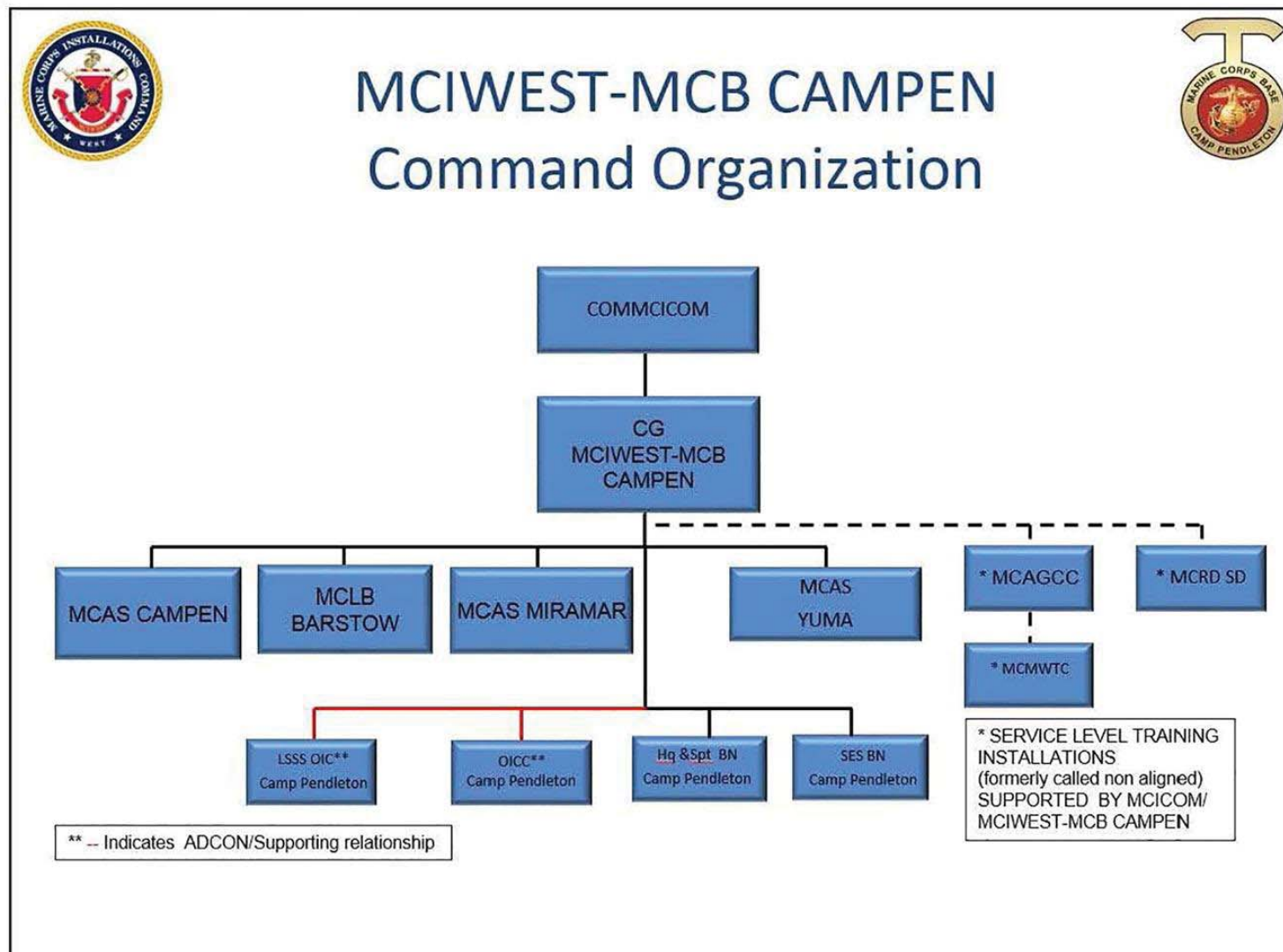


Figure 7. MCB Camp Pendleton Command.

Camp Pendleton is gathered, maintained, and disseminated by ES. ES serves as the lead for planning and resolving natural resource compliance issues and serves as MCB Camp Pendleton's primary point of contact with regulatory agencies responsible for enforcement of environmental regulations.

## CRM

The MCB Camp Pendleton Commanding General, or his designee, delegates responsibilities for implementing cultural resources management policies and procedures at MCB Camp Pendleton to the CRM. The Commanding General will appoint a CRM for the installation who is certified by the Register of Professional Archaeologists (RPA) and who meets the minimum professional qualification standards for principal investigator in archaeology as defined by the Secretary of the Interior's Standards and Guidelines. The Base Archaeologist is assigned responsibilities as the MCB Camp Pendleton CRM. The CRM is a full-time, civil service, inherently governmental position that requires the following knowledge and skills:

- ☐ professional knowledge of the principles, concepts, and methodology of archaeology and archaeological research and the ability to use that knowledge in professional dealings with others in archaeology and associated field sciences
- ☐ professional knowledge of the principles, concepts, and methodology of historic archaeology and historic architecture
- ☐ thorough knowledge of California history, archaeology, and anthropology of indigenous California Indian groups
- ☐ in-depth knowledge of cultural resources management, historic preservation, and laws relating to cultural resources
- ☐ an understanding of NHPA sections 106 and 110 requirements regarding the consultation process with the SHPO and the ACHP
- ☐ sufficient knowledge of NAGPRA to understand and respond to legal requirements of an inadvertent discovery and to implement the NAGPRA comprehensive agreement
- ☐ understanding of and ability to establish and maintain good working relationships with contemporary Native American communities
- ☐ ability to respond to ARPA violations and to issue ARPA permits
- ☐ ability to prepare concise, well-organized reports concerning a variety of archaeological and anthropological program areas
- ☐ ability to prepare analyses of MCB Camp Pendleton resource management program in terms of stated goals and objectives
- ☐ knowledge of STEP and the ability to organize a budget that can be articulated in terms of mission support, regulatory compliance, public perception, and scientific value

The CRM's specific responsibilities are:

- Direct, plan, and administer the installation's complex and multifaceted CRMP
- Advise the MCB Camp Pendleton Commander, through his or her chain of command, on all matters relating to cultural resources
- Direct the CRMP internally and with external agencies, organizations, and the public
- Provide professional and technical advice to installation staff and command; coordinate with the Range and Training Area Management Division (RTAMD), various division officers and directors within AC/S G-F (Facilities), and other land managers, either directly or through appropriate ES staff, to implement the MCB Camp Pendleton mission; coordination should take place as early as possible in the planning process for any proposed activity that may have

an effect on significant cultural resources, to allow for any necessary SHPO notification or consultation

- Coordinate with the Real Estate Office within PWD, either directly or through appropriate ES staff, in the development of agriculture lease agreements and other appropriate staff in the development of other lease contracts, rights-of-way, and easements to ensure protection of cultural resources
- Coordinate with law enforcement officials, the Chief Game Warden, Naval Criminal Investigation Services, and other appropriate staff for enforcement of ARPA; administer the Cultural Resources Use Permit program (cf. ARPA)
- Coordinate with installation Public Affairs Office and the ES training office to plan and promote the public's participation in historic preservation and enjoyment of cultural resources at MCB Camp Pendleton, including: (1) Native American consultation; (2) public site tours and educational opportunities; (3) education of military and non-military users regarding values of cultural resources and legal obligations under ARPA and NAGPRA (including establishment of a procedure to advise the public of the illegality of disturbing cultural resources); and (4) communication of cultural resources values at MCB Camp Pendleton via professional publications and speaking engagements at public schools, avocational archaeological and historical groups, and local service organizations
- Participate in the development of CETEP curriculum
- Participate in preparation of all land management and environmental compliance documents for MCB Camp Pendleton (e.g., coordinate with Fire Chief and division officers and directors within AC/S G-F, whether directly or through appropriate ES staff, for contribution of cultural resources section of fire management plans, including periodic prescribed burn plans)
- Monitor compliance with cultural resources management regulations and immediately report all observed or reported infractions to the MCB Camp Pendleton Commanding General through his/her chain of command
- Manage all cultural resources research and treatment actions (e.g., archaeological and other historic structures, historic research), cultural resources inventory and assessment activities, and coordinate with the division officers and directors within AC/S G-F and the History and Museum Officer on management of the NRHP-listed properties
- Maintain professionally adequate records, photographs, cultural resources inventory files and base maps, documentary materials on work performed, consultant data, written communications, maintenance manuals for NRHP-listed buildings, and other information sources regarding the cultural resources management program at MCB Camp Pendleton
- Conduct or arrange for archaeological field inspections, surveys, monitoring, and excavations by qualified personnel as needed
- Act as the MCB Camp Pendleton Commanding General's liaison in regular consultations with interested Native American descendants to ensure compliance with ARPA and NAGPRA and with other interested parties, providing notice of Section 106 compliance actions and of periodic review and revision of the Historic Preservation Plan. Provide guidance for compliance with the DoD American Indian and Native Alaskan Policy
- Prepare suggested correspondence for consultation with the SHPO and the ACHP on behalf of the MCB Camp Pendleton's Commanding General pursuant to NHPA Section 106 and for consultation required for any undertaking not addressed by the Historic Preservation Plan
- Consult with professional colleagues within the agency for technical guidance as needed; meet with non-agency professionals, community groups, other governmental staff, private contractors, or business persons as is necessary to effectively meet cultural resources management responsibilities and goals
- Ensure timely dissemination of new information generated as a result of MCB Camp Pendleton cultural resources studies

- Participate in installation planning to secure adequate staffing and funding to effectively undertake and realize historic preservation objectives at MCB Camp Pendleton
- Complete annual ICRMP review/updates and five-year command reviews (Appendix E)
- Prepare Annual Reports per Stipulation VII of the Programmatic Agreement Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Undertakings on MCB Camp Pendleton and submit to the California SHPO

The SHPO will be informed by the MCB Camp Pendleton Commanding General, or his designee, regarding the delegation of CRM responsibilities and staffing changes or vacancies. When the CRM is absent from the post for more than three consecutive weeks, the Resource Management Branch head may be delegated the CRM's responsibilities until the CRM is again available if that individual has completed the Section 106 compliance training course within the past two years of this temporary assignment or meets the SOI's Professional Qualification Standards for the discipline of Archaeology. Otherwise, the MCB Camp Pendleton Commanding General will seek professional support elsewhere for managing and implementation of the ICRMP at MCIWEST or MCICOM G-F. Notification of issues related to historic preservation compliance will be directed to the CRM who will address all communication regarding cultural resources issues, subject to approval by the ES management. The chain of command in communication may be dependent on the particular issue at hand. The existing chain of command for MCB Camp Pendleton is provided in Figures 7-9.

### **Staff Archaeologists**

The Staff Archaeologists are full-time positions staffed by individuals who meets the minimum professional qualification standard for Archaeology as defined by the Secretary of the Interior's Professional Qualification Standards (48 CFR 44716), and who have a general understanding of cultural resources management laws. These individuals work under the supervision of the CRM and assist with all aspects of the ICRMP.

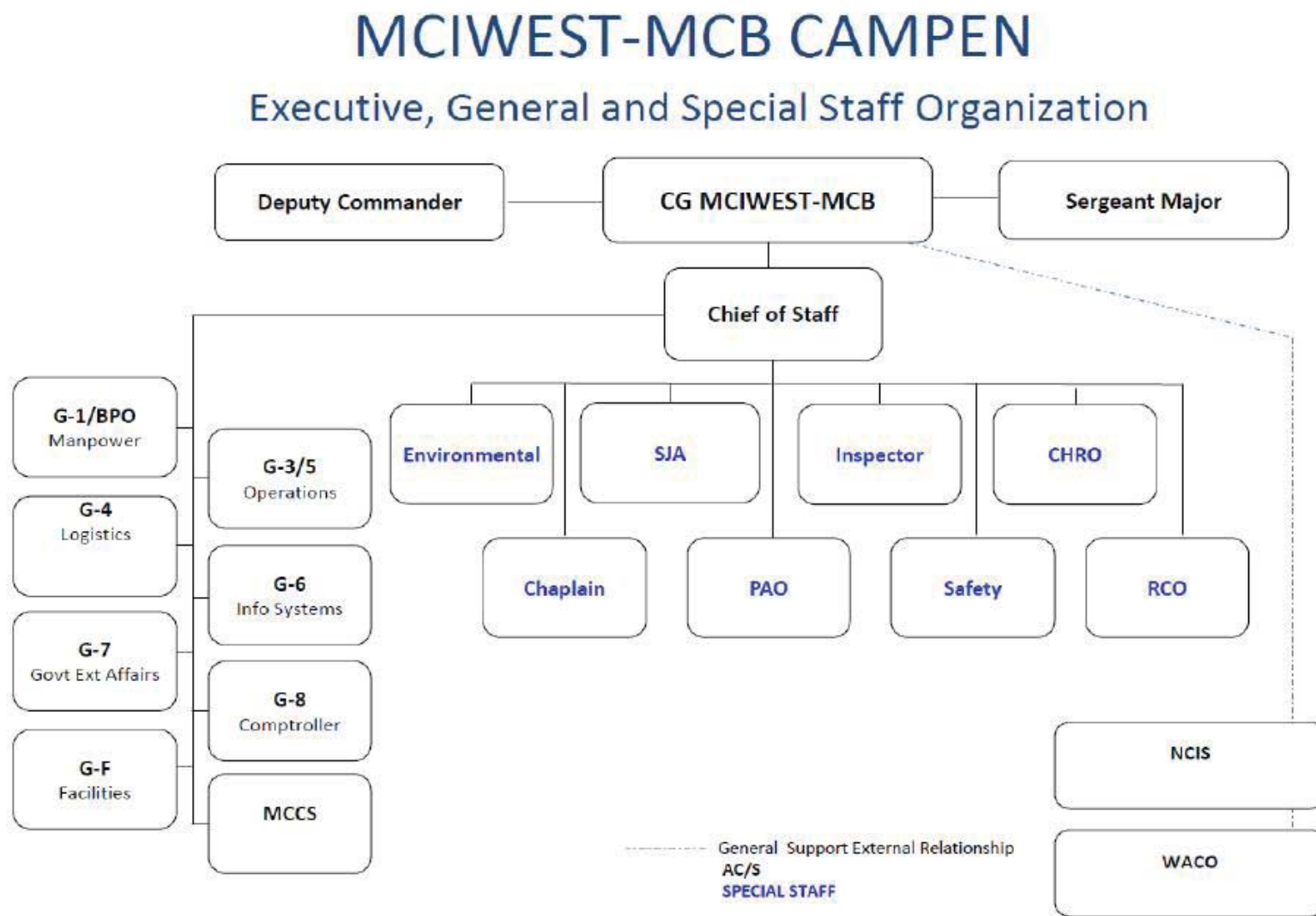
### **Planning Branch**

There are two branches (Resource Management Branch and Planning Branch) within the Environmental Conservation Division of Environmental Security (Figure 8). Cultural Resources Section (CRS) is within the Resource Management Branch. Two sections within the Planning Branch play a role in cultural resources management. Specialists in the NEPA branch review projects and prepare categorical exclusions or notify the CRMP when a project must be reviewed by their office, facilitated by the online NEPA Process Automation Management Support (PAMS) module. Secondly, the Project Management Section that provide oversight for the preparation of all MCB Camp Pendleton EISs and EAs, reports which have the potential to include cultural resources and therefore must involve the CRMP staff in their preparation and/or review.

### **Facilities and Public Works**

The Public Works Division and FMD (including FSC) (Figure 9) are responsible for facilities management including program management, architecture and engineering, and Real Property, and are often project proponents for repairs, maintenance, or demolition that require review by the CRMP through a site approval process. The process is initiated by Public Works or FMD when they submit a Request for Environmental Review (REIR) in NEPA PAMS for projects. The NEPA Section of the Planning Branch reviews the REIR in NEPA PAMS and notifies CRS to review the REIR if the project has the potential to affect cultural resources. Once the REIR goes through the review process (which would also include other resources) and Section 106 consultation is completed (if required), then a Decision Memorandum (DM) documenting the NEPA categorical exclusion is issued and then the project proponent receives site approvals from PWD.





15 July 2016

Figure 8. MCB Camp Pendleton Executive, Principal and Special Staff Organization.

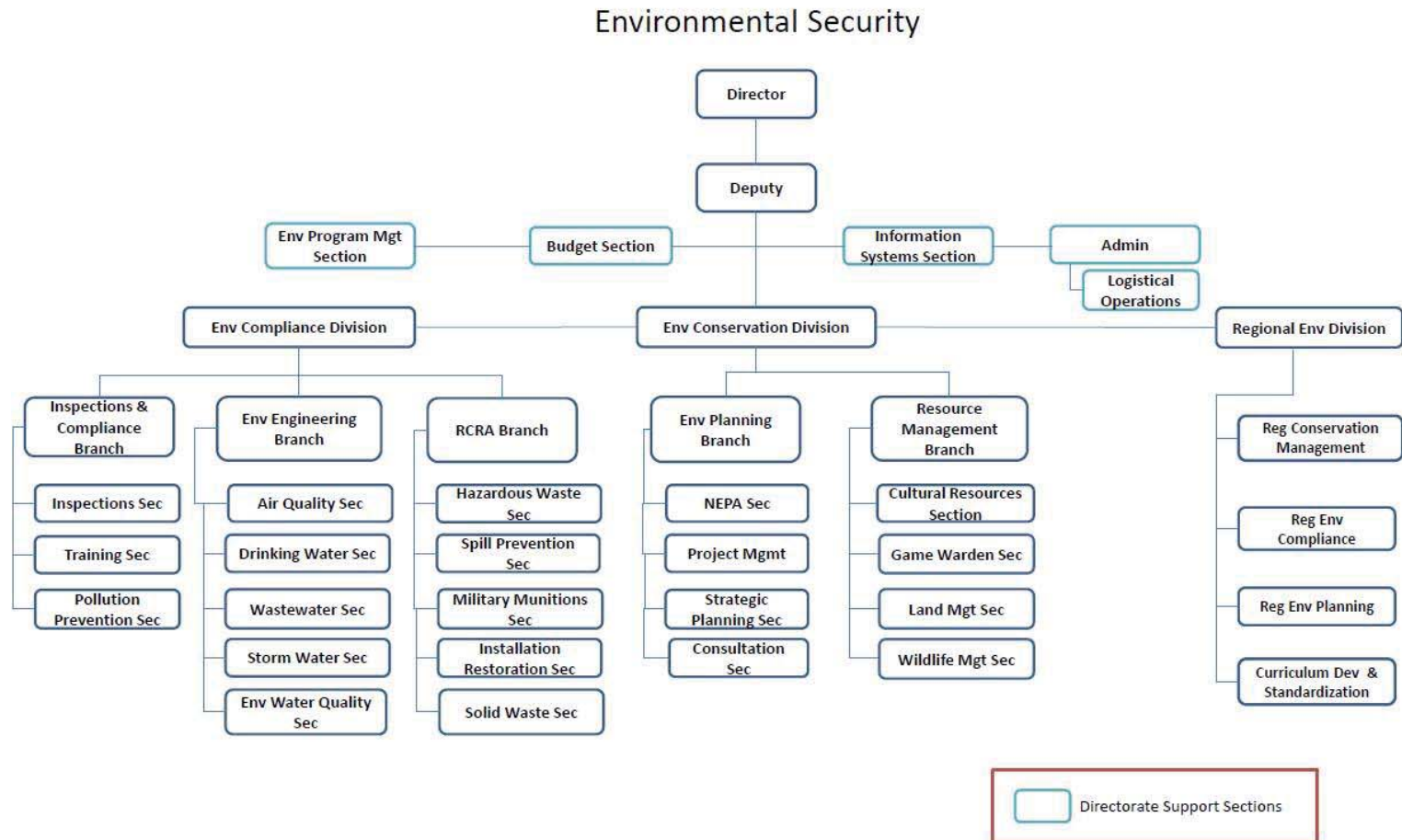


Figure 9. MCB Camp Pendleton Environmental Security.

## Range and Training Area Management Division

AC/S G-3 RTAMD develops, programs, implements, and manages a comprehensive range complex management plan, providing modernized, capable, and sustained ranges and training areas. Installation ranges and training areas will provide adequate, robust, and maintained training infrastructure and systems, supporting the Operating Forces, formal schools, and tenant commands' current and future requirements, pre-deployment training, and programs of instruction. Installation range and training area capabilities are inclusive of ground and air capabilities, and are integrated with DOD maritime capabilities. RTAMD participates in the same NEPA PAMS and site approval process as Public Works, by submitting REIR in the NEPA PAMS module.

## Marine Corps Community Service

AC/S MCCA supplies recreational and family services to the base. Among the facilities and events MCCA manages are the Del Mar and San Onofre Recreational Beach Resorts, Mud Run, recreation centers, fitness centers, Marine Marts, and gas stations. MCCA participates in the same NEPA PAMS and site approval process as Public Works, by submitting REIR in the NEPA PAMS module.

### 1.6.2 Nonmilitary Participants

Nonmilitary participants include Native American tribes, California SHPO, ACHP, and other stakeholders. Their participation, which is required by regulations, is described in detail in Chapter 3. In summary, consultation with Native Americans includes government-to-government interactions related to the ownership, use, access, and disposal of properties of significance to Native Americans and as interested parties in consultation pursuant to the NHPA and NEPA (SOP No. 3). Non-Federally recognized tribes are consulted as interested parties, whereas Federally recognized tribes (Section 1.4) are consulted in both instances. Consultation with the California SHPO is required for NHPA Section 106 implementation (streamlined through a PA), and the ACHP may be invited to comment on the Section 106 process. Other stakeholders include the SDCAS, Camp Pendleton Historical Society, Oceanside Historical Society, Fallbrook Historical Society, California State Parks, and National Historic Landmarks Program (National Park Service).

## 1.7 ACTIVITIES THAT COULD AFFECT CULTURAL RESOURCES

Current and future activities at MCB Camp Pendleton and MCAS Camp Pendleton have the potential to affect cultural resources eligible for the NRHP. These activities include a variety of training, construction, and maintenance programs, which cause differing degrees of disturbance and are often undertaken under accelerated schedules. Such effects could be adverse effects under Section 106 of the NHPA when an undertaking may directly or indirectly alter the characteristics of a historic property that qualify it for listing in the NRHP. Several terms require definition to fully understand the identification of adverse effects:

**Undertaking:** defined by the NHPA as any project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency (36 CFR 800.16(y)). Identifying and describing an undertaking is the first step in allowing the CRM to determine the nature of the potential impacts or effects of the project and determine the scope of investigations and data requirements.

**Historic property:** defined by NHPA as any historic or prehistoric district, site, building, structure, or object included in or eligible for inclusion in the NRHP. This term includes artifacts, records, and remains that are related to and located within such properties.

**Eligible for inclusion in the NRHP:** includes both properties formally determined as such by the Secretary of the Interior and all other properties that meet NRHP-listing criteria (36 CFR 800.16(i)(1) and (2)).



**Area of Potential Effect (APE):** defined by the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist. The APE is influenced by the scale and nature of an undertaking and may be different for different kinds of effects caused by the undertaking.” 36 CFR 800.16(d).

**Adverse effects** include but are not limited to:

- physical destruction, damage, or alteration of all or part of the property
- alteration of the character of the property’s surrounding environment where that character contributes to the property’s qualification for the NRHP
- introduction of visual, audible, or atmospheric elements that are out of character with the property or that alter its setting
- neglect of a property resulting in its deterioration or destruction
- transfer, lease, or sale of the resource
- effects caused by the undertaking that occur at the same time and place and effects caused by the undertaking that are later in time or farther in distance, but still reasonably foreseeable

### 1.7.1 Archaeological Sites

Archaeological sites could suffer from adverse effects when the qualities that make them significant (i.e., eligible for the NRHP) are degraded or destroyed, particularly by actions that adversely affect their physical integrity. Typically, ground surface-disturbing activities are considered the greatest threat to archaeological resources. The following are activities that have the potential to adversely impact archaeological sites:

- **Routine Ground Maneuver Training Off of Established Roads:** Battle skills training that involves ground disturbing activities including vehicular ground navigation, bivouac, heavy weapons firing, and communications and radar/ground-to-air control training can potentially impact sites when setting up a perimeter.
- **Temporary Field Excavations:** Excavation of fighting positions, field kitchens, and radio antennae grounding pits all affect the ground surface, as varying types of excavation are required.
- **Unexploded Ordnance Disposal In-Place:** In-place detonation and disposal of unexploded ordnance found on MCB Camp Pendleton that is unsafe to move for proper disposal.
- **Aviation Mishaps:** Aircraft impacting the ground and associated emergency response and clean-up activities can result in ground surface disturbance.
- **New Construction/Major Facility Repair and Maintenance:** New construction or non-routine repairs, especially if earth-moving activities are required.
- **Wheeled and Tracked Vehicle Operations:** Tanks, Humvees, LVSs, LAVs, and 5- and 7-ton trucks all use paved and dirt road surfaces. Bulldozers, graders, and skip loaders, etc., are transported to construction work areas with rubber tire vehicles for firebreak maintenance. These tracked vehicles would impact archaeological sites only if they leave the established roads (paved and dirt road surfaces).
- **Non-Routine Road Maintenance:** Activities relating to the construction, modification, or repair of roads, parking lots/staging areas, trails, stream crossings, and other surface features associated with mechanized or foot travel, if work is conducted outside of previously disturbed areas.
- **Security:** The introduction of perimeter security controls, such as fencing and gates, earthen berms, and dense plantings, can adversely affect archaeological sites and archaeologically sensitive areas. These activities generally require the excavation of soil and leveling of

contours, actions that are destructive to archaeological resources since they remove soil and destroy the integrity of the deposits

- **Land/Soil/Vegetation Restoration:** Restoration activities that require seed-bed preparation, except on severely eroded or previously developed sites.
- **Firefighting and Firebreak Construction:** Firefighting activities usually require off-road vehicular travel, often with heavy and/or tracked equipment, which can pose a threat to cultural resources that cannot be completely avoided, particularly for wildfire suppression.

### 1.7.2 Historic Buildings and Structures

Like archaeological sites, historic buildings and structures suffer from adverse effects when the characteristics or attributes that make them significant are altered or destroyed. Activities that may impact historic resources include:

- **New Construction:** New buildings, parking lots, or recreation facilities may be constructed in historically (or archaeologically) sensitive areas
- **Building Maintenance:** May alter the character of buildings, structures, and landscapes that are historic
- **Changes in Uses of Buildings:** May result in an alteration of character
- **Facilities Closures and Transfer of Property:** Especially to non-Federal owners who do not have the same compliance requirements as Federal agencies
- **Energy Conservation Retrofitting:** Can impact historic buildings or structures if these alter the characteristics of the building
- **Hazardous Materials Removal:** Can impact historic buildings, structures, and archaeological sites in a project area of potential effect

### 1.7.3 Categorical Exclusions and Exempt Undertakings

Consistent with 36 CFR 800.8(a) and 800.8(b) and the PA (Stipulation III.E./Attachment C), all MCB Camp Pendleton actions categorically excluded under NEPA with the potential to affect cultural resources are reviewed by the CRM to determine if the action meets the definition of an undertaking requiring review per 36 CFR 800.3(a). If the CRM determines that the action is an undertaking and has the potential to affect historic properties if they were present, then further review will be conducted by the CRM. If the undertaking is in an area not previously inventoried for historic properties, an inventory will be completed in the area of potential effects (APE) to identify historic properties before the implementation of an undertaking. If the APE is entirely within an area that has been previously surveyed (providing ground conditions have not changed) and that prior survey was conducted according to Section 3.2 of this ICRMP or meets the criteria of 36 CFR 60.4, then the CRM can determine that no additional inventory or consultation with the SHPO is required before implementation consistent with the procedures and conditions outlined in Stipulation III.B of the PA. Surveyable lands are defined as land available for archaeological survey which include all DoD-managed lands, excluding impact areas as defined in DoDD 4715.11, surface danger zones, lands under water that are always at least 5 feet deep on a year-round basis, and danger zones as defined by 33 CFR 334. The CRM shall determine if an undertaking falls within a class of exemptions listed in Attachment C of the PA as follows:

#### Unscreened

- A. Normal training exercises that either occur in previously cleared training areas or do not include ground disturbance and are conducted in accordance with the Range and Training Area Operating Procedures (MCIWEST-MCB CAMPENO 3500.1). This document contains restrictions regarding the identification and avoidance of cultural resources, including archaeological sites, during training exercises. Range and training area users are required to have the most current version of

the base Environmental Operations Map. This map identifies all environmental constraints on base. Archaeological sites are shown as Restricted Activity Areas that shall be avoided in training exercises with the exception of foot traffic and traversing sites via established roads

- B. Easement acquisitions in which historic properties are received in the acquisition
- C. Land acquisitions or transfers of administrative control to USMC where the historic properties are received
- D. Transfer of use authorization from one authority to another when an action such as a boundary adjustment necessitates changing a right-of-way or easement from one authority to another
- E. Replacement of non-historic signposts and monuments when no new ground disturbance is involved
- F. Broadcast seeding and mulching for establishment of vegetation that does not include earth disturbance

### **Screened**

- A. Land use-planning activities that do not authorize specific undertakings (e.g., Land Management Plans and Cultural Landscape Plans)
- B. Activities in which the APE is entirely within obviously disturbed contexts, and the disturbance is such that the presence of historic properties is considered highly unlikely
- C. Activities that do not involve ground or surface disturbance (e.g., repaving of existing roads) and that do not have the potential to affect access to or use of resources by Native Americans
- D. Issuance or granting of permits, easements, rights-of-way, or leases that do not authorize surface or resource disturbance and that do not have the potential to affect access to or use of resources by Native Americans
- E. Application of pesticides and herbicides proven to not have the potential to affect access to or use of resources by Native American traditional religion, arts and medicine practitioners
- F. Work within the perimeter of existing material borrow pits
- G. Routine road maintenance and resurfacing where work is confined to previously maintained surfaces, ditches, culverts, and cut and fill slopes where there are no known historic properties or historic properties would not be affected because proposed work is clearly within a disturbed context
- H. Felling of hazardous trees within recreation areas or other areas for health and safety reasons provided they are left in place or cut up for firewood
- I. Maintenance or replacement in kind of existing nonstructural facilities that does not involve new or additional ground disturbance (e.g., maintenance or replacement of road guards, gates, fences, guardrails, barriers, traffic control devices, light fixtures, curbs, sidewalks, etc.)
- J. After CRM screening for potential Consideration Criterion G eligibility, activities or alterations involving facilities or structures that are less than 50 years of age and that will not become 50 years of age within five years of the date of execution of this agreement
- K. Maintenance that does not add to or change the configuration of the existing electronic communication site involving no ground disturbance or impacts to known historic properties
- L. Activities that involve less than one cubic meter of cumulative ground disturbance per acre
- M. Controlled burns, hazard fuel reductions, and fire school burns that reduce the potential for wildland fires provided that a resource advisor is present with current cultural resource maps to ensure avoidance of known cultural resources during these types of undertakings. Post-burn surveys will be conducted to identify previously unknown cultural resources and document any inadvertent effects to historic properties.

## 2. CULTURAL RESOURCES MANAGEMENT STRATEGY

This chapter of the ICRMP provides an overview of the cultural resources and the cultural resources management program at MCB Camp Pendleton and MCAS Camp Pendleton. It includes prehistoric, ethnographic (Native American) and historical (Euro-American) contexts for MCB Camp Pendleton, a summary of past and future management actions, a description of the existing data management system, an outline of internal and external coordination and staffing, details of the tribal consultation program, the curatorial program, and the regulatory restrictions on the release of information concerning cultural resources.

### 2.1 CULTURAL RESOURCES OVERVIEW

Cultural resources located on MCB Camp Pendleton fall into the following chronological frameworks: Prehistoric Context including Terminal Pleistocene, Early Holocene, Middle Holocene, Late Holocene; Ethnographic Context; and Historic Context including the Spanish Period, Mexican Period, and American Period (see Byrd 2011). The built environment resources fall into the following chronological time periods: Spanish Period, Mexican Period, American Period for the building and structures built before the USMC acquired the property in 1942, and American Period after USMC acquisition of the land including WWII era (1942-1945), post-WWII era (1946-1949), Korean War era (1950-1953), post-Korean War era (1954-1962), Vietnam era (1963-1975), and Modernization/End of Cold War (1976-1989). The following section provides the prehistoric, ethnographic, and historic contexts for these cultural resources, along with a summary of the resources present. Table 2 summarizes the known cultural resources within MCB Camp Pendleton. A complete data listing of these resources is included in Appendix F. Appendix G contains a detailed historic context before MCB Camp Pendleton. Finally, Appendix H includes a table providing a complete list of previous studies at MCB Camp Pendleton.

Table 2. Summary of Previously Recorded Cultural Resources on MCB Camp Pendleton

<b>Cultural Resources</b>	<b>Ct.</b>
Total Eligible Historic Buildings/Structures:	8
Total Archaeological Sites Recorded:	840
Prehistoric Archaeological Sites:	744
Historic Archaeological Sites:	60
Multi-component Archaeological Sites:	36
Evaluated and Recommended/Determined NRHP-Eligible Archaeological Sites:	140
Prehistoric:	131
Historic:	2
Multi-component:	7
Evaluated and Recommended/Determined Not NRHP-Eligible Archaeological Sites:	288
Archaeological Sites Listed on National Register	1
Archaeological District Determined Eligible by Keeper	1

## 2.1.1 Prehistoric Context

### Terminological Framework

During the last 70 years, more than a dozen prehistoric cultural sequences have been presented for coastal southern California and San Diego County (Christenson 1992: Figure 13.1; Moratto 1984: Figures 4.4 and 4.17). The method for determining each chronological construct has varied, but in general terms each has attempted to divide prehistory based on traits observed in the archaeological assemblages. Scholars have employed differing terminological frameworks, sometimes defined and sometimes not, utilizing such terms as: culture, horizon, period, stage, and tradition. In some frameworks, such as the Early and Late periods of Charles S. Bull (1987:36) or the Early, Middle, and Late periods of Chester King (1981, 1990), the primary goal has been to divide the sequence into chronological periods with interpretively neutral terms. In others, such as those of Claude N. Warren (1964, 1968), the terminological framework was simply the foundation for modeling differing ecological adaptations.

The basic culture historical sequence for San Diego County was established by Malcolm J. Rogers (1929, 1945). Subsequent scholars have generally refined Rogers' sequence by subdividing cultures, collapsing cultures, or renaming the sequence. The most enduring of the local culture historical terminology frameworks are those coined by Rogers (1945), a later synthetic treatment by William J. Wallace (1955) that integrates San Diego County with other portions of the southern California coast, and D. L. True's (1966) terminology for late adaptations in the San Luis Rey River environs has continued to have widespread acceptance. There was a dearth of archaeological research on MCB Camp Pendleton when these sequences were being formulated, therefore, data from archaeological sites on MCB Camp Pendleton played no role in the development of these regional terminologies.

Currently, on MCB Camp Pendleton, there is a wide range of terminological frameworks applied to cultural development and prehistoric adaptations. An examination of the culture history sections in several recent archaeological reports from MCB Camp Pendleton reveals no single chronological terminology with widespread acceptance, nor are previous constructs strictly applied. Instead, recent reports often use hybridizations, with four sequences being used most frequently: 1) Paleoindian, Archaic, and Late Prehistoric (e.g., Byrd 1996a; Byrd and Reddy 2002; Woodman 1996); 2) Early and Late periods (e.g., Clevenger et al. 1993; Strudwick 1995); 3) Paleoindian, Early Archaic, and Late Archaic (e.g., Apple and Cleland 1994; Cleland and Pignolo 1995); and 4) Early, Middle, and Late Archaic, and Late Prehistoric (York 2005). Adding further confusion, individual scholars have synonymously utilized a number of other terms, including San Dieguito, La Jollan, Pauma, Encinitas, and San Luis Rey I and II (Meighan 1954; Rogers 1939; True 1966; Warren 1964, 1968). It is also important to note that different terminological sequences are generally employed by scholars working further north along the coast. Typically, either Wallace (1955) or Warren's (1968) sequences are used in Orange County, while King's (1981, 1990) sequence is commonly employed in the Santa Barbara and the Channel Island areas.

Each of the terminological sequences most commonly used on MCB Camp Pendleton have drawbacks and limitations. The first terminological sequence defined by Wallace (1955) employs three terms that are used to define discrete periods of human occupation each represented by specific changes in the archaeological record of San Diego; the first of two terms are Paleoindian and Archaic, which have been employed throughout North America, and the third term is Late Prehistoric. These three terms represent the periods Wallace uses to describe the prehistoric occupations of San Diego County. These period designations form a generalized chronological framework whose terms are widely utilized and not specific to San Diego County (Meighan 1959). In contrast, the Early/Late period terminological framework is specific to San Diego County (Bull 1987). Its simplicity is attractive, but on its own it does little to illuminate diachronic trends. It is also easily confused with King's (1990) Early/Middle/Late period chronology employed further north along the coast (Moss and Erlandson 1995). The third terminological sequence (Paleoindian, Early



Archaic, and Late Archaic) also appears to be unique to the local region. The terms Early Archaic and Late Archaic are not commonly employed elsewhere as major temporal periods, particularly as they are synonymous with the terms Archaic and Late Prehistoric of the first terminology. Drawbacks to these last two terminologies include the discontinuance of the term Late Prehistoric, which enjoys widespread use and continued acceptance by most local scholars, and the fact that early Archaic and late Archaic are often descriptive terms used by many other scholars to subdivide the Archaic Period (e.g., York 2005). Thus, the latter two terminological frameworks have the potential to confuse scholars employing other culture historical terms.

This prehistoric cultural context employs and recommends the use of the terms Paleoindian, Archaic, and Late Prehistoric as the structure for San Diego County prehistory, with particular reference to MCB Camp Pendleton. If labels for more locally specific cultural complexes are to be used, they should be tightly defined. It is recommended that the use of geographically specific terms for cultural complexes such as the La Jolla Complex for coastal Archaic shell middens and/or the Pauma Complex for inland Archaic sites, be minimized. Use of such geographically specific terms suggests that there is strong and definitive evidence for distinguishing these two variants within the Archaic period. However, since to date there is limited absolute dating and documentation that could be used to address this issue, a broader approach is recommended; specifically, one that recognizes the limitations these terms place on archaeological interpretation.

The following discussion is not exhaustive, but is rather a selective review that touches on the historical development of key ideas, articulates general trends, and identifies major points of disagreement. Throughout the following discussion, other terms that retain interpretive importance for some scholars are referred to when appropriate. Overall, the local sequence is a coarse-grained relative chronology that was developed prior to the utilization of radiocarbon dating. There has not been a concentrated effort to develop a more refined sequence based on independent absolute dating criteria, but some recent studies that are not regionally or temporally inclusive have explored this issue (see Byrd and Reddy 2002; Erlandson and Rick 2002; Gamble and Russell 2002). Although radiocarbon dates are often obtained during excavation projects, they tend to be few in number per site, and there has been no rigorous effort to synthesize these results on a regional level. In short, sites typically continue to be classified based on the previously articulated criteria of associated cultural assemblages.

It is important to point out that on occasion it is more appropriate to use geological terms to categorize the time period in which a site may have been occupied. The culture history of the area falls within the late Quaternary. Geologists often subdivide this time segment into the late Pleistocene (20,000-10,000 B.P.), the early Holocene (10,000-7500 B.P.), the middle Holocene (7500-3500 B.P.), and the late Holocene (3500 B.P.-present). The use of such terms is particularly appropriate when estimating the date of a site whose cultural affiliation cannot be determined or when discussing broad changes in the environment or climate.

### **Terminal Pleistocene (13,500–11,600 cal B.P.)**

Currently, the most widely accepted model for initial human occupation of the Western Hemisphere is that humans entered the continent from northeastern Siberia between 15,000 and 12,000 cal B.P. (Meltzer 1993). However, the antiquity of human occupation in the New World has been the subject of considerable debate over the last several decades, and there have been a number of sites such as Meadowcroft Rockshelter in Pennsylvania and Monte Verde in Chile suggested as representing very early occupation of the Americas. Much of this debate has focused on issues related to dating such as: the methods of dating, the type of material dated, was the dated material associated with the archaeology. Despite intensive interest and a long history of research into the early occupation of North America, no firm and widely accepted evidence dating prior to 15,000 cal B.P. has emerged to date, especially in the form of bone and stone artifacts. This current state of evidence sharply contrasts to that of Australia, where only 40 years of less intensive research has yielded an extensive body of evidence for occupation dating back to before 40,000 cal B.P. (e.g., Jelinek

1992). Additionally, studies of late Upper Palaeolithic cultures (14,000-10,000 cal B.P.) in Eastern Siberia and Northern Japan have revealed an array of cultural traditions that produced highly standardized lithic technologies based primarily on macroblades and microblades, shaped blade cores, and sometimes bifaces (Aikens and Akazawa 1996; Powers 1996). These technologies are a clear continuation of earlier Upper Palaeolithic cultures in Siberia, which extends back to at least 25,000-20,000 cal B.P. in northeast Siberia, and probably no earlier because the 60° N latitude presented a formidable barrier to earlier human populations (Jelinek 1992).

In contrast to northeastern Siberia, early (i.e., Paleoindian) sites in Alaska and the Yukon have produced mostly bifaces and some microblade technology, but no macroblades (see Powers and Hoffecker 1989; Yesner 1996). While Paleoindian sites contain sophisticated tool kits, and sometimes blade technology, indicating a behavioral link to the Old World (Collins 1999; Powers and Hoffecker 1989; Yesner 1996), models placing the earliest occupation of the Americas prior to 12,000 cal B.P. (uncalibrated) and during the Upper Palaeolithic should explain why potential pre-Clovis sites would lack such evidence (see Jelinek 1992). Still, the presence of several sites dated to the terminal Pleistocene in South America (see Dillehay 1997, 2000) and the indirect seafaring evidence for Pleistocene boat travel to Australia has fueled renewed interest in the potential for a pre-15,000 cal B.P. human entry into the Americas, perhaps bypassing the glaciers to the west (Meltzer 1993). It has also prompted researchers to posit alternative models of how populations entered the New World and spread outward. One of these models is currently notable, as it is a revived discussion of a circum-Pacific coastal spread of early inhabitants (Dillehay 2000; Erlandson 1994; Erlandson and Colten 1991; Jones 1991; Moss and Erlandson 1995).

George F. Carter (1949, 1957, 1980) was the most strident proponent of an occupation of coastal southern California well back into the Pleistocene. Based on geological context and the nature of specific artifact assemblages, Carter asserted that a series of sites in San Diego County situated on or within Pleistocene terraces actually reflected great antiquity. However, both geologists and archaeologists were skeptical of this relative dating argument (Moratto 1984). Carter's claims were temporarily bolstered in the 1970s when the application of the experimental absolute dating technique of amino acid racemization produced pre-20,000 cal B.P. dates on human remains from sites in Del Mar, La Jolla and elsewhere in coastal southern California (Bada et al. 1974; Rogers 1974). However, subsequent accelerator mass spectrometry (AMS) radiocarbon dating of these human remains revealed that all of them were Holocene in age, and typically middle or late Holocene (Bada et al. 1984; Taylor 1983; Taylor et al. 1985). Still, this has not dampened the enthusiasm of advocates of a very early occupation, particularly those who consider Calico Hills in the Mojave Desert to be a bona fide archaeological site (Budinger 1983). Meanwhile, more reliable terminal Pleistocene dates are being produced from sites such as Arlington Springs on Santa Rosa Island (Johnson et al. 2002), and similar findings are being noted from neighboring Channel Islands.

The possibility of human occupation in coastal southern California prior to 15,000 cal B.P. has continued to intrigue investigators (Erlandson 1994; Erlandson and Colten 1991; Jones 1991). However, there is currently a lack of reliable evidence suggesting objects recovered from some possible early coastal sites were manufactured by humans, date to the Pleistocene, or are directly associated with such Pleistocene deposits. At this time, no sites in this area (southern California) are reliably dated to much earlier than 10,000 cal B.P. (Lightfoot 1993; Moss and Erlandson 1995). This does not preclude, however, the possibility that the coastal region was occupied during the Pleistocene, and that the evidence may still be preserved despite extensive shoreline erosion and landform alteration. It is important to stress that should such evidence be present, it is unlikely archaeologists will find it unless they actively look for it.

### **Paleoindian Period (11,600 cal B.P.–8500 cal B.P.)**

The Paleoindian period in San Diego County is considered to date to the terminal Pleistocene and the early Holocene, from before 10,000 cal B.P. to 8500/7500 cal B.P. (Moratto 1984; Warren et al. 1993). Elsewhere in the southwestern United States, the Paleoindian period begins with the Clovis tradition. Clovis was a



widespread phenomenon throughout North America, noted for its distinctive fluted points, which date to the end of the Pleistocene ca. 11,200 cal B.P. to 10,600 cal B.P. (Meltzer 1993). Although no substantial Clovis sites are documented in the region, isolated fluted points are occasionally recovered, indicating the potential for discovering terminal Pleistocene occupation (Mills et al. 2005).

For Paleoindian assemblages in the southern California region, archaeologists have used a variety of terms over the years. Rogers (1939), the first to temporally order the archaeological assemblages of the region, introduced and then discarded the terms Scraper-Makers, Malpais, and Playa, to label early lithic industries of the region (see Warren 1967 for a more comprehensive review). Rogers (1939, 1945) coined the term San Dieguito to refer to the earliest artifact assemblages in San Diego County, and for many it remains a viable Paleoindian cultural complex; his use of the term San Dieguito developed out of pioneering survey work in which he distinguished several lithic scatter sites situated on the San Dieguito plateau of San Diego County (Rogers 1929). The producers of these San Dieguito sites were initially referred to as the Scraper-Makers. Key attributes of the San Dieguito sites included distinct scrapers and scraper planes, bifacial knives, rare crescentics, and occasional hand stones and milling stones. These sites were situated on terraces and ridge tops, but seemed to lack subsurface material and middens, thus were interpreted as evidence of a hunting-focused culture (Meighan 1954; Moriarty 1966; Rogers 1939, 1945; True 1958, 1966, 1970; Warren 1966, 1967, 1987; Warren and True 1961; Warren et al. 1961).

The discovery and subsequent excavation of the C. W. Harris Site in west-central San Diego County provided the first stratigraphic evidence to place the San Dieguito in the temporal sequence (Rogers 1938). This buried multiphase site was exposed in an alluvial cut along the San Dieguito River, and trench excavations revealed San Dieguito and Late Prehistoric occupation episodes. Based on his more extensive research in the southern California deserts, Rogers (1938, 1939) considered the site to be a San Dieguito II or III occupation, in other words, a late Paleoindian site characterized by flaked lithic tools such as scrapers and scraper planes along with large bifaces and projectile points.

Additional fieldwork was carried out at this San Dieguito “type site” from 1958 to 1967 (Warren 1966, 1967; Warren and True 1961). This research and the publication of Rogers’ fieldwork provided the stratigraphic and analytical basis for defining the San Dieguito as a Paleoindian hunting culture. Notable aspects of these studies at the Harris Site were the absence of ground stone artifacts, stratigraphic superposition below a La Jolla occupation, and radiocarbon dates placing occupation between 9,000 cal B.P. and 8,500/7,600 cal B.P. (Warren 1967). The absence of ground stone was considered an important distinction between San Dieguito and subsequent Archaic occupations (Warren 1967).

While no definite Paleoindian sites (pre-8500 cal B.P.) or isolated surface finds have yet been documented on MCB Camp Pendleton, the proposed archaeological patterns hold implications concerning early Holocene settlement of the region and the culture-historical framework. These implications are rooted in the relationship between San Dieguito and La Jolla-type assemblages.

### **Paleoindian/Archaic Transition (8500–7500 cal B.P.)**

This period probably reflects less a transition than an uncertainty concerning how to define the San Dieguito and La Jolla periods. During the last 25 years, the relationship between San Dieguito (Paleoindian) and later La Jolla (Archaic) sites has been the subject of considerable debate (Bull 1983, 1987; Gallegos 1987; Moriarty 1969; Warren 1985, 1987; Warren et al. 1993). The key issues include whether San Dieguito sites are chronologically earlier or not, whether San Dieguito sites lack ground stone artifacts, and whether the flaked stone assemblages are truly different. A major alternative interpretation considers San Dieguito and La Jolla sites as functional variants of a single adaptive system, with San Dieguito sites representing specialized quarrying or workshop locales (Bull 1987; Gallegos 1987). Such an interpretation fits with recent Paleo-coastal models which consider the earliest occupation of the Pacific coast (pre-8500 cal B.P.) not as focused on big game hunting, but rather as representing a more generalized hunting and gathering

adaptation (Erlandson and Colten 1991; Hale 2001; Moratto 1984; Moss and Erlandson 1995). One of the major difficulties in resolving this issue is the scarcity of sites with early Holocene subsurface assemblages (True and Bouey 1990; Warren et al. 1993).

Building on some of these more recent views, Micah J. Hale (2001) has suggested that the variously identified Encinitas Tradition (Warren 1968), the Millingstone Horizon (Wallace 1955), the La Jolla Complex (Rogers 1938), and the Pauma Complex (True 1958) could easily be encompassed by a single widely practiced subsistence pattern that he refers to simply as Milling Stone, representing one of the earliest adaptations specifically suited to a southern California environment. The Milling Stone strategy is construed as having been highly flexible, economically generalized, and dominated by vegetal processing with a faunal component (Hale 2001). An important element in this model is a regularized settlement strategy which is neither highly mobile nor sedentary, was more than just a coastal adaptation, and easily incorporated resources such as shellfish, small fish, and small game. This concept is based on the lack of elaborate hunting and fishing technologies that would be expected to have developed from intensive maritime or hunting adaptations. While the relationship between San Dieguito and La Jolla complexes is left unresolved in this model, it has been suggested that they may have represented different functions within the same economic system (see Bull 1987; Gallegos 1987), or two separate generalized economies that overlapped in San Diego County for more than 1,500 years (Hale 2001). However, the recognition that some earlier excavated Milling Stone sites (e.g., CA-SDI-603, Batiquitos Lagoon) have San Dieguito components with ground stone may actually indicate an under-represented part of the Milling Stone pattern starting in the Paleoindian period (see Hale 2001).

Evidence from other San Diego County sites seems to fit the Milling Stone pattern as suggested by Hale (2001). Excavations conducted by Kaldenberg (1982) at Rancho Park North, a large site with an early component, documented a robust ground stone assemblage dated between 9000 and 8000 cal B.P. The assemblage from this site clearly demonstrates the relative economic importance of processed plant foods during the early Holocene. More recent research along the southern California coast near San Elijo Lagoon has documented a series of smaller sites, two that range in age from 9,000 to 8,300 years (SEL-1A) and from 8,300 to 7,600 years (SEL-3) (Byrd 2004). These sites have a well-represented ground stone component that is indicative of a generalized economy, but were not subject to as much intensive use as sites farther inland. A similar pattern is also documented outside of San Diego County, including early dates for sites with ground stone (see Hale 2001). Perhaps the most intriguing evidence that plant processing was an important component of transitional late Pleistocene to early Holocene economic strategies was found at the Cross Creek site in San Luis Obispo County (Fitzgerald and Jones 2000). The assemblage from this site was dominated by ground stone, and it contained large amounts of open beach clam shells that were dated as early as 10,200 years ago.

On MCB Camp Pendleton, few early Holocene dates have been obtained from archaeological deposits. Absolute dates for archaeological assemblages older than 7,500 cal B.P. are rare on MCB Camp Pendleton and are currently restricted to bluff tops situated on Pleistocene marine terraces, or to riverine terraces overlooking major drainages (see Byrd and Reddy 2002; York 2005). Two sites overlooking Las Flores Creek floodplain, CA-SDI-10728 and CA-SDI-15254, yielded dates between 8500 and 6600 cal B.P., and between 7600 and 7200 cal B.P., respectively, from their lower components. These components are dominated by a robust ground stone assemblage that reflects highly regular and intensive vegetal processing.

Sites situated on river terraces overlooking the lower Santa Margarita floodplain have revealed a similar series of dates that extend into the early Holocene. CA-SDI-4416 yielded dates from 7915 to 7255 cal B.P. (Reddy 2003), CA-SDI-10156A had dates from 7705 to 7235 cal B.P. (Strudwick et al. 1995; York et al. 2002), and CA-SDI-12577 yielded a date older than 7500 cal B.P. (Pignuolo and Cleland 1996). A sizeable ground stone assemblage was found at CA-SDI-10156A, accounting for approximately 25 percent ( $n =$

122) of the total number of ground stone implements recovered in the Santa Margarita study area. Andrew L. York (2005:58) interprets the spatial patterning of these sites as evidence of a riverine and lagoon focused settlement system within which relatively mobile residential bases were situated to exploit resource patches. Assemblage diversity exhibited at these sites as a whole indicates that a wide range of resources was being exploited around the Santa Margarita floodplain.

It is likely that other sites that predate 7500 cal B.P. are present but have not been found, or have been destroyed by bluff erosion. Extensive siltation and accumulation of alluvium has been documented within the Las Flores and Santa Margarita drainages (Byrd et al. 2000; Hale and Becker 2006; Pearl and Waters 1998; Waters 1996a; Waters et al. 1999). In fact, deep cores have recovered archaeological remains dated between 7800 and 7500 cal B.P. at CA-SDI-811 in the Las Flores floodplain under more than 4 m of alluvium (Reddy 2005). These investigations suggest that early Holocene archaeological deposits may be deeply buried in some places along the MCB Camp Pendleton coastline, implying that Paleoindian components could be present, but not easily accessible.

The Paleoindian/Archaic transition period should be revised to include ground stone as an important economic activity starting by at least 8500 cal B.P. This suggests that the San Dieguito pattern should be: amended to include ground stone, restricted to an earlier time frame, or even rejected as a viable entity. Alternatively, if San Dieguito is considered a tangentially related aspect of La Jolla (or Milling Stone), then the term “Paleoindian” cannot be appropriately applied to existing assemblages and the term “Archaic” would be better suited to include sites that predate 7500 cal B.P. This does not assume that a Paleoindian component was never present in San Diego County, but that it has not been adequately defined apart from possible variation within Archaic assemblages. If San Dieguito is a separate phenomenon and had its inception prior to the Archaic pattern, the term Paleoindian can be modified to Late Paleoindian, a term employed in other parts of North America to describe a transitional small game hunting-gathering economy that preceded major adaptive changes of the Archaic. Regardless of problems in ascribing archaeological patterns to the Paleoindian or Archaic periods, numerous absolute dates on MCB Camp Pendleton in excess of 7500 cal B.P. indicate that aboriginal occupation was well established in the coastal region by the early Holocene. This occupation was primarily characterized by an adaptive strategy that allowed for both broad-based gathering and vegetal processing. After 7500 cal B.P., evidence for occupation in San Diego County, including MCB Camp Pendleton, is increasingly robust.

### **Archaic Period (7500 cal B.P.–1300–800 cal B.P.)**

The Archaic period extends from 7500 cal B.P., and possibly as early as 8500 cal B.P., until 1300 to 800 cal B.P. (Moratto 1984; Rogers 1966; Warren et al. 1993). Some researchers have divided this period in various ways such as into early, middle, and late periods, and have differentiated between coastal and inland occupations. Archaic period assemblages are generally highly visible in the archaeological record due to relatively large quantities of ground stone items, flaked cobble tools and cores and in certain areas massive quantities of marine shell (Gallegos 1985, 1987, 1992; Meighan 1954; Moriarty 1966; Rogers 1939, 1945; True 1958, 1966, 1970; Warren 1966, 1967, 1987; Warren and True 1961; Warren et al. 1961). The relatively high profile of Archaic period assemblages has allowed for more research and theory building on human behavior than previous periods. Despite the seemingly simple appearance of Archaic assemblages, interpretations of aboriginal behavior from Archaic sites are fairly diverse. Historically, a major distinction has been made between shell midden Archaic sites near the coast and non-shell midden Archaic sites further inland. Coastal Archaic sites, often termed the La Jolla Complex, have been characterized by shell middens, flaked cobble tools, basin milling stones, hand stones, and flexed burials; while inland sites in northern San Diego County are often termed the Pauma Complex (True 1958), and lack the shell middens and burials. Alternative terminology includes Wallace’s (1955) Milling Stone horizon and Warren’s (1968) Encinitas tradition. This time period was considered to have differed from the prior San Dieguito adaptation by being more focused on gathering activities that emphasized plant resources, marine mollusks, and occasional fish.

Rogers (1945:170-171) considered the Paleoindian (San Dieguito) and Archaic (La Jolla) occupations to represent different populations, a view also shared by Warren (1968). However, later research considered the potential for cultural continuity to explain the transition at coastal sites (Kaldenberg 1982; Moriarty 1967). As discussed for the Paleoindian/Archaic Transition period, some alternative views consider early Archaic and Paleoindian sites to be contemporaneous expressions of a single settlement system (Bull 1987; Gallegos 1987), or propose that the early Archaic pattern represents one of the earliest adaptations specifically suited to a southern California environment (Hale 2001). The latter implies that the Harris Site, with its well-dated San Dieguito component (see Warren 1968), might represent a mere anomaly.

Initially, Rogers (1929) noted that archaeological sites of the Shell-Midden people (i.e., La Jollans) were concentrated along major drainages and lagoons, extending up to 4 mi. inland. The most extensive spread of such sites away from the major drainages occurred between Escondido and Agua Hedionda creeks. Shell midden sites were characterized by massive quantities of shellfish, along with hand stones and milling stones, hammer stones, and split cobbles. Rogers (1945:171) later coined the term “La Jolla culture” to refer to these early shell midden sites, and distinguished two phases (La Jolla I and II) within a continuous occupation based on stratigraphic observations. The early phase was characterized by basin milling stones, unshaped hand stones, simple stone cobble tools, cortical flake tools, and inhumations without grave goods. The later phase included: greater frequencies of ground stone and flaked artifacts; increased manufacturing sophistication; and inhumations interred in cemetery areas with grave goods such as shell beads, stone digging-weights, and inverted milling stones over burials.

After Rogers, later investigations at coastal Archaic shell middens provided additional data along with the analytical basis to reexamine these assemblages (Crabtree et al. 1963; Moriarty et al. 1959; Shumway et al. 1961; Warren et al. 1961). With the introduction of <sup>14</sup>C dating, a series of Archaic coastal shell midden sites were examined, and produced radiocarbon dates from 9000 to 3000 cal B.P. As a result of these studies, several proposals were offered regarding temporal change during the coastal Archaic. These interpretations were used to either add or remove archaeological subphases, and to modify the temporal distribution of various archaeological traits (Davis 1976; Harding 1951; Moriarty 1966; Warren 1964).

More recently, the reconstruction of San Diego County coastal adaptations has been, at its essence, the argument originally put forth in Warren’s 1964 dissertation. In particular, the prehistory of one area—Batiquitos Lagoon in the central portion of the county—has essentially served as the type locality for the littoral prehistory of San Diego County (Gallegos 1985, 1987; Warren 1964; Warren and Pavesic 1963; Warren et al. 1961). Although refinements have been made by Warren and other scholars based primarily on new excavations (Christenson 1992; Gallegos 1987, 1992; Gallegos and Kyle 1988; Warren 1968; Warren et al. 1993), the broad perception of coastal adaptations for the last 7,000 years has remained largely unchanged up to the present.

The normative view of the coastal Archaic is that exploitation of the San Diego County littoral zone began early in the Holocene and was clustered around resource rich bays and estuaries (Warren 1964, 1968). Shellfish have been interpreted as a dietary staple, although plant resources, both nuts and grasses, were also an important dietary component. Major changes in human adaptations were considered to have occurred when lagoon silting became so extensive as to cause a decline in associated shellfish populations. This occurred between 4000 and 3000 cal B.P. at Batiquitos Lagoon and possibly later at other lagoons. The decline in littoral shellfish resources, Torrey pine nuts, and drinking water is thought to have drastically affected human populations, forcing a major depopulation of the coastal zone. Populations shifted inland to a river valley orientation which intensified exploitation of terrestrial small game and plant resources, such as acorns, as originally proposed by Rogers (1929:467). The coast was either abandoned or subject to only seasonal often short-term occupation. The principal well-recognized exception to this abandonment was the southern third of the coastline, that associated with the current Mission Bay area and the San Diego Bay, where occupation continued as before unaffected by lagoon silting (but see Christenson 1992). The



San Diego County coastline north of Mission Bay—including the MCB Camp Pendleton area—potentially reflects a major population abandonment due to a dearth of littoral resources. This new pattern of low-level exploitation of the coast, at best seasonal occupation, continued until historic contact.

A number of possible exceptions have been noted by Warren and others, most notably, Dennis R. Gallegos (1992). Warren (1964) pointed out that the Santa Margarita River and possibly the San Dieguito River may have had sufficient water to enable large coastal populations to persist for a longer period, and Gallegos (1992) stated that occupation persisted throughout the prehistoric sequence at the Peñasquitos Lagoon/Sorrento Valley area. However, the northern third of San Diego County was rarely addressed until the last decade, due to the limited research on MCB Camp Pendleton. Recent research has documented assemblages reflecting substantial occupations dating from the beginning of the Archaic, as early as 8,500 cal B.P. (SDI-10723, see Hale and Becker 2006), into the Late Prehistoric (see Byrd 1996a, 1996c, 1997; Byrd et al. 1995; Byrd and Reddy 2002; Hale and Becker 2006; Reddy et al. 1996). These results contradict prevailing models which suggest exploitation of coastal or near-coastal resources declined during the Late Prehistoric period (Christenson 1992; Gallegos 1987, 1992; Gallegos and Kyle 1988; Rosenthal et al. 2001a, 2001b; Warren et al. 1961, 1998; Warren and Pavesic 1963; Warren 1964, 1968). On MCB Camp Pendleton, the post-4000 cal B.P. time period is well represented by radiocarbon dates at sites along most major drainages and the coastline.

Furthermore, recent work by York (2005) in the Santa Margarita drainage shows an interesting pattern of Archaic period occupation between 7500 and 1200 years in age. This synthetic study revealed a pattern of occupation that was more robust earlier in the Archaic (7,500-3,500 years ago) and later in the Archaic (2,000-1,300 years ago) than it was from 3,500 to 2,000 years ago (York 2005:58). A similar pattern was also recognized by Byrd and Reddy (2002) who compiled radiocarbon dates for coastal and riverine areas of MCB Camp Pendleton. Yet the possibility of this being a much wider pattern, or even a temporary coastal decline, is currently uncertain due to the scarcity of radiocarbon dates from sites further inland. Still, the apparent lack of radiocarbon-dated occupations between 3,500 and 2,000 years ago is intriguing since occupations during this period are well-represented at Batiquitos Lagoon and Peñasquitos Lagoon to the south (see Byrd and Reddy 2002; Masters and Gallegos 1997; Warren 1968). The differences between occupation of MCB Camp Pendleton and areas to the south correlates with paleoenvironmental data indicating variability in the depositional history and productivity of lagoons and estuaries (Anderson 1996; Waters 1996a, 1996b; also see Byrd and Reddy 2002). As York (2005) points out, the degree of co-variation in the environmental histories of separate drainages along the San Diego County coastline and aboriginal occupation, necessitates more focused research on a regional level to better understand aboriginal land-use patterns.

Currently, inland Archaic adaptations in San Diego County are not well understood, primarily because of the lack of well-dated or even datable inland archaeological deposits. This has probably led to a biased perspective that Archaic occupation is predominately a coastal phenomenon, partly due to the high visibility of shell remains and datable materials at coastal archaeological sites. Historically, our understanding of the inland Archaic period is primarily based on a series of 25 sites that predate the Late Prehistoric period in inland northern San Diego County—sites that were termed the Pauma Complex by True (1958). These sites were set on hills overlooking drainages and are associated with Holocene sediments. Together they were considered distinct from coastal Archaic sites given their surficial nature, predictable lack of shellfish, and some perceived differences in the lithic assemblage. The economy at these sites was thought to be oriented toward seed gathering given the predominance of grinding stones in the tool assemblages.

While many similarities to coastal Archaic adaptations were recognized, milling stones were claimed to be more frequent in the inland Pauma Complex sites; scraping, planing, and hammer/choppers tools were thought to be more common on the coast (True and Beemer 1982). For example, excavations and radiocarbon dating at the Pankey site in the Pauma Valley found an inverted basin milling stone above a

burial, and low frequencies of shellfish remains (True and Pankey 1985). As a result of this fieldwork it was hypothesized that the Pauma Complex represents an inland, possibly seasonal, expression of the coastal Archaic (La Jolla). Since Pauma sites are poorly understood in terms of a temporal framework, interpretations of broader Archaic settlement/subsistence patterns should currently be viewed as problematic. Perhaps this is why Warren (1968) originally collapsed the inland (Pauma) and coastal (La Jolla) Archaic into the Encinitas Tradition.

Warren (1968) viewed the Encinitas Tradition as a lifeway, generally centered around a gathering and processing economy whether inland along drainages or on the coast occupying large centralized habitation sites. These large sites have also been interpreted as sedentary villages (see Hale 2001). However, an alternative explanation is that large Archaic period sites are simply reoccupied regularly for similar purposes over a long period of time (Hale 2001). In this interpretation, highly visible ground and battered stone implements that dominated the assemblages were subject to situational use and discard, creating large assemblages spread out over a large area. Furthermore, in this view, large Archaic period sites were components of a highly flexible and generalized economy, able to accommodate exploitation of resources from inland to coastal environments.

While it is becoming widely accepted that Archaic economic strategies were flexible and generalized, variation in archaeological deposits between coastal and inland sites has created a perception that the two areas were culturally distinct. Ongoing research on MCB Camp Pendleton is beginning to bridge the gap in the coast-inland dichotomy by revealing similarities in aboriginal tool use throughout the Archaic and later periods. Becker and Iversen (2006) suggest that flaked stone tool use from the Paleoindian through the Late Prehistoric remained largely unchanged. Variability in stone tool use and production is seen primarily as a factor of mobility and resource exploitation which is in part regionally specific and influenced by local resources (e.g., inland vs. coastal), but not temporally significant. The same pattern is reflected among ground stone tools which are patterned spatially between coastal to inland sites based on material availability rather than any pronounced functional differences, and reflect consistent patterns of use throughout the Archaic period (Hale 2006).

There is still much to learn about the Archaic period. Models of Archaic settlement and subsistence strategies typically rely on the problematic idea that there is a distinctive cultural dichotomy between coastal versus inland sites, which is further complicated by poor temporal evidence from the latter. In contrast, there is a reasonable possibility that this perceived dichotomy is little more than a reflection of variation in the local resources exploited by the same people. However, approaching Archaic occupation from a regional perspective coupled with newer types of technological analyses already hints that Archaic settlement was probably much more complex. Settlement during the Archaic was most likely influenced by a number of environmental factors and technological constraints that varied in coastal, riverine, and upland regions. Future work on the Archaic period will hopefully take all of this into consideration.

### **Late Prehistoric Period (1300–800 cal B.P.–180 cal B.P.)**

The onset of the Late Prehistoric period in San Diego County is generally considered to have occurred between 1300 and 800 cal B.P. (Moratto 1984; Rogers 1945; Warren et al. 1993). The timing of this period may also have varied within the region, (potentially being earlier in the east and later in the west), according to the criteria applied by various investigators. This period ends with the onset of the Ethnohistoric period, which also varies across the region. Some researchers actually project Ethnohistoric Period behavior back into the Late Prehistoric period. Specifically, applications of direct historical analogy to this time period, assume a considerable period of stability during the Late Prehistoric period for populations, linguistic groups, and their territorial extent as documented by Europeans from Spanish contact through early twentieth-century ethnohistoric accounts.

Given that two different linguistic groups—the Diegueño language of the linguistic Yuman family and the Luiseño/Juaneño dialects of the Uto-Aztecan language family—inhabited the southern and northern portions, respectively, of San Diego County during the Ethnohistoric period, it is not surprising that two Late Prehistoric period complexes are distinguished that have the same broad boundaries. In general, the Late Prehistoric period is characterized by the appearance of small pressure flaked projectile points indicative of bow and arrow technology, the appearance of ceramics, the replacement of flexed inhumations with cremations, and an emphasis on inland plant food collection and processing, such as acorns (Meighan 1954; Rogers 1945; Warren 1964, 1968).

Explanations for the origin of the Late Prehistoric period changes are problematic and subject to differing interpretations (Meighan 1954; Moriarty 1966; Rogers 1945; True 1966). Kroeber (1925:578) speculated that Uto-Aztecan speakers migrated from the deserts to the southern coast of California at least 1,000-1,500 years ago. Some subsequent investigators have embraced this hypothesis and correlated it with the origins of the Late Prehistoric period (Meighan 1954; Warren 1968).

Rogers' (1929) early views on the Late Prehistoric/Contact period discussed the Luiseño and Diegueño together under the rubric of the Mission Indians, and distinguished them from the earlier cultures. Mission Indian sites were typically situated on the east side and tops of hills overlooking water sources, and near large boulder outcrops. Material culture included pottery, projectile points, bedrock mortars and milling stones, and portable ground stone. The economy was assumed to be acorn-focused, especially since sites were often situated near live oak stands.

Later, in building a three-phase model of Yuman prehistory (which focused on the lower Colorado River area and the southern half of San Diego County), Rogers (1945) argued for an interesting concept of occupation continuity from the Archaic to the Late Prehistoric period. On the coast, three phases of shell middens were noted extending from La Jolla I through La Jolla II to Yuman. Yet he also argued that the last 500 years of archaeology were different, and resulted from a series of events. These events included: an earlier migration of Yuman populations from the coast to the Colorado River, perhaps as the result of an influx of Uto-Aztecan people in northern San Diego County; adaptation to the riverine setting; adoption of traits from adjacent populations in the Southwest; and ultimately movement back to the coast during the Yuman III phase. Thus, he argued for both migration and cultural continuity. Later scholars tended to support some form of this cultural continuity interpretation (Moriarty 1966; True 1966, 1970; Warren 1968).

Subsequent scholars focused on refining perceptions of Late Prehistoric material culture and adaptations. Clement W. Meighan (1954), after excavating a single ceramic site in the northern inland portion of the county, defined the San Luis Rey Complex. He asserted that “historically the area was occupied by the Luiseño and there is every reason to believe that the site itself represents a prehistoric village occupied by ancestors of the modern Luiseño. The village was abandoned in pre-contact times and living Luiseño informants have no memory of it” (Meighan 1954:216). Thus, Meighan distinguished a pre-pottery San Luis Rey I phase as immediately pre-contact (550-200 cal B.P.), and a San Luis Rey II phase with ceramics as contact period (200-100 cal B.P.).

True, continued to focus on interpreting inland adaptations, refining the San Luis Rey Complex of the northern portion of the county, and defining the Cuyamaca Complex in the south (True 1966, 1970; True et al. 1974, 1991). The Cuyamaca Complex was distinguished from the San Luis Rey Complex based on higher frequencies of side-notched points, flaked stone tools, ceramics, milling stone implements, a wider range of ceramic vessel forms, a steatite industry, and cremations placed in urns.

The majority of True's research focused on the inland portions of the San Luis Rey River system. As a result of subsequent studies, a revised long chronology has emerged for the San Luis Rey complex. The San Luis Rey I period extends back considerably earlier than previously thought, beginning somewhere



between 2000 and 1000 cal B.P., and the San Luis Rey II is now considered to date primarily to the prehistoric era, with a prior intermediate San Luis Rey period hypothesized (True et al. 1974:Figure 1; True and Waugh 1982:Figure 2). A small number of radiocarbon dates from just two sites place doubt on the viability of this model. True and Waugh (1982) also formulated a diachronic San Luis Rey settlement model that begins with a foraging pattern characterized by small camps and several residential shifts each year during the San Luis Rey I period. During the San Luis Rey II period settlement configuration became more territorial, strongly correlating with particular drainage systems, and shifted to a classic collector strategy. This new configuration was bipolar, with sedentary winter villages/camps in the western foothills and sedentary summer camps in the mountains. The highland settlements, often associated with milling stations at bedrock outcrops, were seasonally occupied to exploit acorns and other nuts. True (1993:17) also hypothesized that the lower portions of the San Luis Rey drainage had sedentary villages with limited use of marine resources.

Recent research on MCB Camp Pendleton has documented a range of Late Prehistoric settlements along the coast, where there is a group of sites now recorded and well dated to the Late Prehistoric period (Byrd 1996a, 1996c, 1997; Byrd et al. 1995; Hale and Becker 2006; Reddy et al. 1996; Rosenthal et al. 2001a, 2001b; York 2005). Byrd and Reddy (2002) provide a good summary of archaeological investigations along the MCB Camp Pendleton coast. They document 41 prehistoric sites in a range of geologic contexts, with most sites (71 percent) on coastal terraces and the rest in alluvial deposits such as Las Flores Creek (Byrd and Reddy 2002:47). Archaeological testing has tended to focus on large shell middens (Byrd 1996a, 1997; Ezell 1975; Hale and Becker 2006; Rasmussen and Woodman 1998; Woodman 1996), with some research at shell scatters, lithic scatters, bedrock milling, and artifact scatters. Byrd and Reddy (2002:48) list 122 radiocarbon dates for the Late Holocene along the coast, with most being later than A.D. 700 (85 percent). Thus, the Late Holocene coastal component is very robust.

Dated inland and upland Late Prehistoric sites are less numerous. Reddy (1996) documented a series of Late Holocene sites in the upland area of Case Springs on MCB Camp Pendleton. These sites were situated near water sources and bedrock outcrops and focused on processing a wide range of plant resources, including grass seeds, roots/tubers, and minimally, acorns (Hale 2006; Reddy 2005). A recent study of the Las Pulgas Corridor along Las Flores Creek resulted in the identification of numerous Late Prehistoric encampments ranging from small lithic scatters to seasonal habitation sites which were suggested as being part of a flexible and generalized hunting, gathering, fishing, and processing economy (Hale and Becker 2006).

York (2005; York et al. 2002), summarizing work in the Santa Margarita drainage, documented a robust Late Prehistoric element represented by over 17 sites that were more conspicuous after A.D. 700. These sites are mainly small short-term settlements with a limited economic focus, much like sites identified in Case Springs (see Reddy 1996) and along the open coastline (see Reddy 1999). These sites sharply contrast with the large ethnohistoric site of Topomai, which also contained a well-developed Late Prehistoric component (York et al. 2002).

Late Prehistoric sites on MCB Camp Pendleton include numerous small short-term camps with a limited economic focus, and very large aggregate sites with a broader range of economic activities, indicated by subsistence remains and the artifact assemblages (see Byrd and Reddy 2002; Hale and Becker 2006; York 2005). However, there is currently a debate on the nature of subsistence-settlement practices during the Late Prehistoric period and along the San Diego coastal zone in which Donax (bean clam) plays an important role since it tends to dominate shell assemblages at Late Prehistoric sites. In brief, one group believes that there was a decline in coastal resource use during the Late Holocene in favor of inland resources, while the other group thinks that coastal resources were more intensely utilized during this same period at the expense of inland resources. Still another group sees neither decline nor intensification, but rather a relatively stable system through time.

The main proponents of the new coastal decline model are Jeffrey S. Rosenthal, William R. Hildebrandt, and Jerome H. King (2001a, 2001b), who argue that Late Prehistoric economies had a terrestrial focus, with a more minor use of the coastal zones. Their view is primarily based on excavations within the large ethnohistoric village site Ushmai or Ushme (SDI-812/H). More specifically, they see Donax exploitation on the coast as a means to take advantage of periodically abundant coastal resources in support of increasingly intensive inland settlement. This explanation also fits within True's (True et al. 1991) conception of increasing sedentism in San Luis Rey II occupations at inland locales (Rosenthal et al. 2001a, 2001b:74).

However, the premises that the views presented by Rosenthal et al. (2001a) are based on are somewhat problematic for two reasons. The first is that coastal inland and coastal margin sites are directly comparable in the types of artifacts they contain, while relatively large sites in different environmental zones are more likely to contain quantitatively different artifactual and particularly ecofactual assemblages that directly reflect functional differences rather than length of occupation. In such situations, it is important to link those functional differences to occupation length. For example, lithic toolkits of large coastal sites tend to show greater diversity in function and style than inland sites (see Becker and Iversen 2006). In general, greater diversity in lithic assemblage function and style is thought to be correlated with relatively longer-term site occupation. The second problematic issue is Rosenthal's use of artifact density data. Again, this may be a measure of functional differences between sites, not necessarily occupation length. Also, artifact density for moderate to large sites by itself does not help determine whether a site reflects artifact accumulation through episodes of brief reoccupations or by a long-term residential occupation. In short, Rosenthal's data may be useful for examining certain aspects of the archaeological record, but probably do not adequately address the issue of site occupation duration.

In contrast to Rosenthal, Brian F. Byrd (1998) and Byrd and Reddy (1999) argue for a coastal intensification model. In this model, evidence for intensification in the use of coastal resources is based on the heavy exploitation of Donax. While these animals occur in sandy beach environments and have a relatively short life span, they can be collected in high numbers and boiled to release the meat. However, the relatively low energy and dietary yield of Donax meat should result in an overall decrease in foraging efficiency per unit of land if these animals became the primary subsistence focus, fitting with a definition of intensification (Byrd and Reddy 2002:42).

This is also an interesting concept, but it marginalizes the exploitation of inland food resources in contrast to coastal resources; that is, Byrd and Reddy (1999) only see a probable long-term trend toward greater resource intensification along the coast. As previously discussed above, there is a greater use of both coastal (e.g., Donax) and inland (e.g., seeds) resources during the Late Prehistoric period, particularly resources with higher processing costs.

Adding more complexity to this debate on Late Prehistoric economies, Hale and Becker (2006) conducted a study of 25 sites ranging from large coastal shell middens to interior artifact scatters with bedrock milling along the Las Pulgas Corridor (Las Flores Creek). Based on a comparison between the assemblages and site contexts of the Las Pulgas project sites and other sites throughout San Diego County—such as the uplands in Case Springs and neighboring coastal drainages. Hale and Becker (2006) suggest that the Late Prehistoric, as well as earlier periods, is best characterized by a very generalized and flexible economic strategy. This strategy incorporated subsistence settlement practices for upland, inland valley, and coastal ecotones in a single broad-based system. In this model, coastal shell middens (such as CA-SDI-811 and CA-SDI-10723) dominated by Donax shell represent residential areas repeatedly reoccupied for similar economic pursuits, resulting in large aggregates of redundant subsistence remains. This model does not view intensification as a necessary economic strategy because Donax was easy to collect and process, but it was unreliable in terms of both seasonal availability and density. In addition, this model recognizes the important role inland resources such as seeds and terrestrial mammals played in the overall economy,

represented by areas such as bedrock milling sites with rich middens that were seasonally used as residential areas. A commonality of this model with Byrd and Reddy (2002) is that the larger coastal habitation sites were probably more intensively occupied seasonally than their inland counterparts, but these sites are not seen as sedentary villages. Essentially, Hale and Becker (2006) are suggesting a subsistence-settlement system that is founded on a broad-based economic strategy where prehistoric inhabitants simply added elements to their diet such as more high-cost foods, but do not appear to have focused on any one aspect of this diet. This strategy is also essentially consistent through time, implying a form of coastal stability.

The value and appropriateness of each of these competing models for aboriginal occupation during the Late Prehistoric period in San Diego County should be tested by future research. This research will hopefully be directed at refining chronological control over transitional phases, incorporating additional paleoenvironmental data, and more rigorously examining artifactual and ecofact data. In Archaeological Regional Research Design for MCB Camp Pendleton, San Diego County, California (Byrd 2011), Byrd addresses these issues and presents the most recent archaeological context and research design for MCB Camp Pendleton. This regional research design lays out a strategy for implementing a problem-oriented cultural resource management plan for Native American archaeological sites on MCB Camp Pendleton. This document provides a baseline guide for future archaeological investigations on the Base, and presents a framework for regional culture history, study methods, and avenues of analysis. As such, this research design is intended to ensure that future archaeological studies meet current standards, build upon, and take into account recent fieldwork on Camp Pendleton as well as regional research developments. Preparation of this research design for the purpose of systematically investigating Native American archaeological sites on MCB Camp Pendleton entailed compiling available archival data on new cultural resources surveys, recorded sites, and technical reports completed since the initial study, which was completed in 1997 (Reddy and Byrd 1997). The current regional research design was also updated based on recent substantive, theoretical, and methodological advances in an effort to keep current researchers up to date on the results and theoretical implications of the most current research regarding prehistoric archaeological sites on MCB Camp Pendleton and the coastal southern California region.

### 2.1.2 Ethnographic Context

The first systematic ethnographic work in California was done in 1871 and 1872 by Stephen Powers (Heizer 1978); in 1877, Powers collected and printed his ethnographic observations in *Tribes of California* (Powers 1877). Prior to the work of Powers, there were limited records and accounts that might be broadly considered as ethnohistorical data, such as *Boscana* (Robinson 1846) (Figure 10). At the beginning of the twentieth century, Alfred L. Kroeber and others began four decades of systematic documentation of tribal ethnographies. Kroeber's (1925) monumental work on the *Indians of California* continues to be an authoritative source of information. It is important to note that even though there were many informants for these early ethnographies who were able to provide information from personal experiences about native life before the Europeans, a significant large proportion of these informants were born after 1850 (Heizer and Nissen 1973); therefore, the documentation of pre-contact, aboriginal culture was being increasingly supplied by individuals born in California after considerable contact with Europeans. As Robert F. Heizer (1978) stated, this is an important issue to note when examining these ethnographies, since considerable culture change had undoubtedly occurred by 1850 among the Native American survivors of California. Nonetheless, the enormous value of the ethnographies done under Kroeber's guidance is obvious. The major sources for this review include Lowell John Bean and Florence C. Shippek (1978), Delfina Cuero (1970), Ken Hedges (1975 Kroeber (1925), Katherine Luomala (1978), Philip S. Sparkman (1908), and Raymond White (1963).

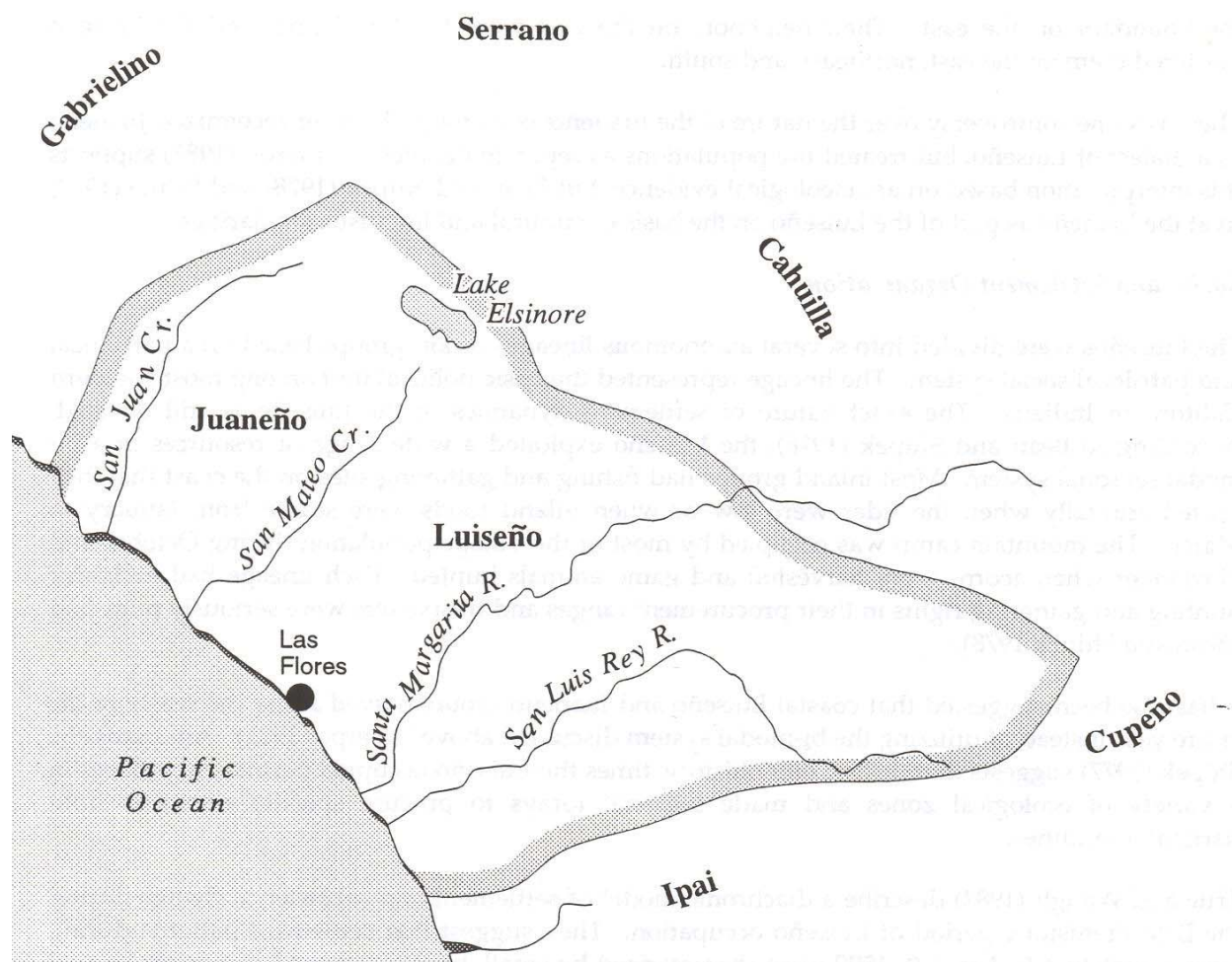


Figure 10. Ethnographic map (Johnson and O'Neil 2001).



The current land base of MCB Camp Pendleton lies within a large region which was occupied by Native American Uto-Aztecan Takic Speakers at contact. Early post-contact ethnography identified two distinct Takic dialects within the area that now comprises Camp Pendleton; today, these two dialects are identified with the Juaneño and Luiseño tribal nations. These two tribal nations have traditionally inhabited what are now northern San Diego, southern Orange, and southwestern Riverside counties from pre-contact times through the ethnohistoric period and into the twenty-first century. The boundary between the ethnohistoric Native American Juaneño and Luiseño cultural groups lies within Camp Pendleton toward the northern end, according to Kroeber's study (1925:636; Rivers 1993). The archaeological record has not yet clearly established the exact boundary.

The Juaneño and Luiseño are linguistically and culturally related to the Gabrielino, Cupeño, and Cahuilla, and represent the descendants of local Late Prehistoric populations. Generally, it is considered that these Takic speakers migrated into the area from the Mojave Desert, possibly displacing the previous inhabitants of the area—the prehistoric ancestors of the Yuman speaking Kumeyaay (Ipai-Tipai)—who lived directly to the south of the Takic speaking Juaneño and Luiseño during Ethnohistoric times.

### **Ethnohistoric Period Culture Change**

In California, Spanish explorers first encountered coastal villages of Native Americans in 1769, then establishing Mission San Diego de Alcalá. The Mission of San Juan Capistrano was subsequently established in 1776 and initially had jurisdiction over the Camp Pendleton area. After the founding of Mission San Luis Rey de Francia in 1798, the Camp Pendleton area was effectively divided. These missions recruited coastal Native Americans as laborers and converted them to Catholicism, which had a dramatic effect on traditional cultural practices. Initially, Native American groups were not as heavily affected as coastal groups by Spanish influence until after 1816, when an outpost of the mission was established 20 mi. inland at Pala (Sparkman 1908). At the time of contact, the Luiseño/Juaneño population may have ranged from 5,000 to as many as 10,000 individuals. To the south, Kumeyaay population was the same or possibly somewhat greater. Missionization, along with the introduction of European diseases, greatly reduced native populations. Most villagers, however, continued to maintain many of their aboriginal customs while adopting the agricultural and animal husbandry learned from the Spaniards.

In 1821, California came under Mexico's rule, and in 1834, the missions were secularized. This resulted in political imbalance and a series of Native American uprisings against the Mexican rancheros. Many of the Luiseño/Juaneño and the Kumeyaay left the missions and ranchos and returned to their original village settlements (Cuero 1970). When California became a U.S. state in 1850, the Luiseño/Juaneño and the Kumeyaay were again recruited as laborers. Conflicts between Native Americans and encroaching Anglos finally led to the establishment of reservations for some villages, such as Pala and Sycuan. Other Mission groups were displaced from their homes, moving to nearby towns or ranches. The reservation system interrupted the social organization and settlement patterns, yet many aspects of the original culture still persist today, including certain rituals and religious practices, along with traditional games, songs, and dances.

### **2.1.3 Historic Context**

ASM completed a historic context for Camp Pendleton in 2013, which included a comprehensive study of the Spanish, Mexican, and American periods before military establishment in 1942 (Table 3). A summary of the historic context can be found below. In 2000, JRP Historical Consulting Services (JRP) completed an Inventory and Evaluation of National Register Eligibility for Buildings and Structures at MCB Camp Joseph H. Pendleton, San Diego County, CA, which is also summarized below to include the U.S. Military establishment of Camp Pendleton post-1942 (JRP 2000).

Table 3. Camp Pendleton Historical Chronology

<b>Dates (A.D.)</b>	<b>Major Events</b>
Spanish Period 1769–1821	July 20–22, 1769: Portolá Expedition Nov. 1, 1776: Mission San Juan Capistrano founded Sept. 1, 1779: First baptisms recorded from Huisme at Mission San Juan Capistrano June 13, 1798: Mission San Luis Rey founded
Mexican Period 1821–1848	1823: Las Flores Estancia founded Aug. 17, 1833: Mexican Secularization Act c. 1833–1834: Las Flores Pueblo granted April 21–23, 1838: “Battle” of Las Flores May 10, 1841: Rancho Santa Margarita granted Oct. 8, 1844: Las Flores Pueblo purchased by Pico
Early American Period 1848–1942	Jan. 3, 1848: Kearny’s Army of the West visit Feb. 25, 1864: Juan Forster receives rancho title 1872–1873: Pico vs. Foster claims case Feb. 22 1882: Forster family sells rancho to James Flood and Richard O’Neill 1941: Rancho divided into Santa Margarita (Flood) and San Onofre/San Mateo (O’Neill)
1942–Present	1942-1945: Planning of Camp Pendleton; World War II and Camp Pendleton 1946-1949: Post-World War II at Camp Pendleton 1950-1953: Korean War and Camp Pendleton 1954-1962: The Post-Korean War Period; Development at Camp Pendleton 1963-1975: The Vietnam War and Camp Pendleton; Development at Camp Pendleton; Vietnam War-Era Architects at Camp Pendleton 1976-1989: Post-Vietnam Era; End of Cold War; Post-Vietnam War-Era Architects at Camp Pendleton 1976-Present: Base Development



### **Spanish Period (1769–1821)**

A Spanish expedition led by Don Gaspar de Portolá came to Alta California in July 1769 as part of a colonization effort that took place within the context of the Bourbon reforms of New Spain. The policies enacted as part of these reforms sought to modernize the administration of colonial enterprises and trade for the purpose of generating revenue that would help the Spanish crown fund its colonial and military activities throughout the world. Under the administration of Don José de Gálvez, a plan was developed to extend the Spanish base of missions and presidios north from Baja California to the ports of San Diego and Monterey. The occupation of these strategic ports was intended to prevent Russia from entering the region and gaining access to its vast natural resources. The objectives of Spanish colonization were both economic and religious. The establishment of missions and presidios provided a base from which to exploit the natural and human resources of new territories, but it was also designed to spread the Catholic religion to the Native inhabitants (Lightfoot 2005:51-52).

In furthering this end, Gálvez appointed Fray Junípero Serra, Superior of the Franciscan missions in Baja California, to oversee the establishment of missions in Alta California. In July 1769, Spanish ships arrived in San Diego and established a presidio and mission, commencing the process of colonization (Englehardt 1912:4-6; Lightfoot 2005:52-53). The establishment of missions in the San Diego Presidio District proceeded in stages as more people and supplies were acquired to populate the region. The first mission was located at San Diego in 1769, and the second mission in Monterey was established on the second expedition in 1770. In November 1776, Mission San Juan Capistrano was founded. The proximity of Native communities was a major factor in locating mission sites, as it provided the Franciscans with the opportunity for religious conversion and, perhaps more importantly, a labor supply from which to draw in the development of mission enterprises (Englehardt 1912:4-6; Lightfoot 2005:52-53).

The first Spaniards to enter the Camp Pendleton area as part of the initial overland expedition led by Portolá in 1769 noted the proximity of the Native inhabitants to water. These Spaniards had experienced the arid landscapes of Spain and Mexico and therefore understood how important water was in choosing the location of settlement sites that would need to function as self-sufficient agrarian communities (Lightfoot 2005:55-56). Raising livestock was one of the principal drivers of the economy of the Spanish mission system. Pasture and water were the two essential components in determining the health of livestock, and mission officials sought out places that could provide both in abundance. Agriculture was also critical for providing a consistent supply of food for the Native people whose labor was essential to the functioning of the mission. The production of wheat, barley, corn, beans, and fruits sustained the mission.

During the Spanish period, two early thoroughfares traverse Camp Pendleton: an inland and a coastal route. The inland route was established during the 1769-1770 expeditions, and the coastal route developed between 1776 and 1823. The coastal route has become known as El Camino Real or the “King’s Highway,” and was more of a thoroughfare than a fixed route. Segments of El Camino Real transitioned from an informal Spanish mission-connecting horse-and-mule trail to a county road for freight and passenger travel before portions of it became an automobile route as a highway (Route 2, and then Highway 101) and a rectified version of that highway became part of a freeway, Interstate 5. The physical pathway changed, depending on seasonal drainage conditions and when new uses and different modes of transportation necessitated improvements.

### **Mexican Period (1821–1848)**

Mexican independence from Spain in 1821 ushered in a host of new political and economic realities for the Franciscans at Mission San Luis Rey and Mission San Juan Capistrano. Though the financial and material support directed to the missions from the Spanish government had all but ceased a decade earlier, Mexican independence placed an even greater burden on the missions to supply food and other products to military forces in the region. In order to meet the growing demand from military and civilian forces, Mission San

Luis Rey looked to profit from an expanded hide and tallow trade while also maintaining the agricultural surpluses of the prior decades. The story was quite different for Mission San Juan Capistrano, which saw its production of both grain and livestock decline precipitously in the 1820s and 1830s (Englehardt 1921:88-89, 1922:184-185).

The economic dominance of the missions was severely curtailed beginning in 1833 when the Mexican government secularized the missions of Alta California in an effort to break the monopoly that the Franciscan missionaries held over vast quantities of land and Native laborers. No longer able to exercise sole control over the lands and residents that allowed the missions economies to thrive, many of the Franciscan leaders, including Fr. Peyri at Mission San Luis Rey, left the country. A government administrator was appointed to oversee the management of the former mission properties.

Agriculture within the Camp Pendleton area during the Mexican period was limited to the areas surrounding the mission ranchos at Santa Margarita and Las Flores that were located adjacent to the rivers and streams that flowed through the region. Mission leaders were compelled to continue their efforts to produce grain in order to supply the military garrison at San Diego. Although harvests at Mission San Luis Rey were the largest of any Spanish mission in Alta California during the Spanish period, after 1816, they were sporadic and showed a general decline. Mission San Juan Capistrano produced only a fraction of its former capacity after 1818 (Englehardt 1921:218, 1922:184-185). One of the reasons for this decline was likely the persistent dry conditions that California encountered from 1820 to 1832, which included severe droughts in 1820–1821 and 1828–1830 (Burcham 1957:140).

The Mexican government opened products of the mission system to foreign trade and thereby transformed the mission system into a commercial enterprise. Padres, couriers, soldiers, and packed mules still utilized some form of the coastal route or El Camino Real and could use the 1769 route through Camp Pendleton. Markets developed from trading sea otter pelts and then hide and tallow, which grew steadily between 1822 and 1842 (Ogden 1929:294). Foreign vessels acquired clearance from the Mexican government in Monterey and then anchored their ships near mission and ranchos to trade their goods (Riesenberg 1962:62-64, 67). Hides were shipped by boat and carried to and from their destinations by horseback, and San Diego and San Juan Capistrano served as ports of trade for the cattle transported from land owned by Mission San Luis Rey (Costello 1991:203-207; Hebert 1961; Ogden 1927:255-257). As a result of economic changes to the mission system that initiated more frequent travel, it seems most likely that a coastal route would have developed as a shortcut to link Mission San Luis Rey and Mission San Juan Capistrano via Las Flores. As a result, the coastal route began to slowly transition from a horse-and-mule trail that informally linked the missions to a more frequently traveled commercial route. Mail service was largely carried by vessel or via monthly courier (Bancroft 1888:443; Guinn 1897:20).

### **American Period before Camp Pendleton (1848–1942)**

The commencement of U.S. ownership over the Territory of California, marked by the signing of the Treaty of Guadalupe Hidalgo on February 2, 1848, ushered in a period of political, economic, and social changes that affected nearly every aspect of life in southern California. An expansion of the U.S. frontier to the Pacific Coast opened up a vast new territory for Euro-American immigrants who would help to reshape the communities in the region. Westward emigration, which had previously consisted of a relatively small number of merchants, miners, and land speculators, grew to a flood of fortune seekers in late 1848 when word spread throughout the country that gold had been discovered at John Sutter's mill on the south fork of the American River northeast of Sacramento. The population of California jumped from just under 10,000 people in 1848 to 255,122 and would be over 10,500,000 by 1950 as more people came to the state to participate in various economies. In 1850, California was admitted into the Union, bypassing the territorial status held by many other Western regions and continuing its precipitous integration into the U.S. (Starr 2005:79-80; U.S. Census Bureau 1940).

In the late 1860s and early 1870s, new settlers began to arrive in San Diego, attracted by the newly conveyable former rancho land. Small farming communities, carved out of old ranchos, developed throughout San Diego County (Pourade 1964:167-191). Completion of the Atchison, Topeka, & Santa Fe Railway (Santa Fe) transcontinental railroad in November 1885 initiated an unprecedented real estate boom for New Town that spilled over into other parts of the county (Pourade 1964:167-191; Smythe 1908). Although local independent railroad lines capitalized on the real estate boom, only Spreckels's San Diego and Arizona (SD&A) Railway and the Santa Fe continued operations into the twentieth century (Hanft 1984:21, 27; Price 1988).

Ranching and grain farming were the principal economies of agricultural production in the 1870s to the 1890s, and once companies and irrigation districts were established in the late nineteenth and early twentieth centuries, more intensive cultivation became possible (Heibron 1936:207-210, 232-234, 242, 363-367, 464-465). Rancho Santa Margarita y Las Flores participated in these trends with a continued reliance on ranching. The establishment of Forster City and the beginning of irrigated agricultural areas aligned with the county-wide effort for town development. Unlike other parts of the county, the large rancho was not carved into parcels, and ranching continued to dictate how the land was used until the military purchased the property.

The first two decades of the twentieth century brought continuity and change to San Diego. The U.S. Navy and U.S. Army, which had first arrived in 1846 for the Mexican-American War, remained important influences in the area, and the influx of military personnel contributed to a city population that nearly doubled between 1910 and 1920 (Heibron 1936:370, 431; U.S. Census Bureau 1910, 1920). Automobiles revolutionized transportation in the U.S. and gave Americans an alternative to rail travel (Etulain and Malone 1989; Kyvig 2004). Glenn H. Curtiss flew the first seaplane from North Island (1911), initiating a growing interest in aviation technologies in San Diego that would later be heightened by Charles Lindbergh's historic flight on the Spirit of St. Louis from Rockwell Field in San Diego to St. Louis, Missouri (1927). Balboa Park and the San Diego Zoo remained after the Panama-California Exposition in 1915, leaving San Diegans with city-defining legacies. In 1917, the U.S. Army established Camp Kearney as part of the nationwide defense campaign for World War I (Engstrand 2005:116, 118, 129-131, 137). The bay became an important training port for the Pacific Fleet, and the Marines constructed present-day Marine Corps Recruit Depot (California Development Board 1918:69, 91).

By the late 1910s, ranchers in the county had been pushed to the mountains and deserts, and agriculture increasingly replaced a ranching economy in San Diego County (California Development Board 1918). Rancho Santa Margarita y Las Flores, however, continued to operate as a ranch, with improved equipment methods and a growing, but limited, interest in leasing land for agriculture. By 1930, flourishing agricultural communities existed across the county. Federal and state water development projects, harbor improvements, and highway construction curbed some of the effects of the Great Depression. Well-financed construction projects sponsored by the U.S. Navy and Army also helped sustain the area (Engstrand 2005). A significant economic impact during the financial crisis was Reuben H. Fleet's decision to move Consolidated Aircraft from Buffalo, New York to San Diego (Consolidated Aircraft 2004; Engstrand 2005:151). San Diego County's greatest population growth period in the first half of the twentieth century was between 1940 and 1950, during the mobilization effort for WWII. It is also a period characterized by out-migration from the city to rural areas or burgeoning suburbs (U.S. Census Bureau 1950:5-12, 5-16, 5-21).

### **MCB Camp Pendleton (Established 1942)**

The U.S.' preparation for WWII was the greatest mobilization effort in the nation's history. Only the World War I (WWI) mobilization came close to approximating that endeavor. Prior to WWI, criticism over the lack of large-scale planning for military operations prior to the Spanish-American War largely influenced advanced planning by the Army and Navy to that time. A major part of the planning by the U.S. military in

the early twentieth century stemmed from the creation of a set of standardized plans for mobilization camps. Designed by the office of the Advisory Architect of the Construction Division for the Army in 1914, these plans, titled series 600, remained essentially unchanged throughout WWI up to the early 1930s. Generally speaking, series 600 buildings were simple, modular structures constructed of lightweight wood framing, clad in board-and-batten siding, and roofed with tarpaper. The Navy also used temporary construction during WWI, primarily the Nissen Bow Hut, but to a lesser degree than the Army.

In the years between WWI and WWII, the various branches of the military—including the Navy—sought to improve the conditions of their continental bases. Until that time, the Army and Navy still made use of WWI-era temporary structures designed for a two- to three-year life span due to a lack of more permanent shelters. To replace those rapidly deteriorating facilities, the military abandoned the expeditious wartime construction procedures for temporary construction based on standardized plans for both buildings and base layouts. Instead, peacetime construction tended to emphasize (1) input from local, prominent city planners, (2) aesthetics combined with utility, and (3) the use of local building materials and architectural styles. Several facilities were designed with input from noted architects, such as Myron Hunt's March Field in Riverside and Bertram Goodhue's Marine Corps Recruit Depot in San Diego and Naval Air Station in North Island.

Once the U.S. began mobilizing for WWII, however, military planners were forced to revert to utilitarian cantonments and stations made up of quickly erected temporary buildings and structures. Indeed, MCB Camp Pendleton's existing inventory of WWII-built properties, except for the water pumping facilities and magazines, are comprised exclusively of Navy temporary buildings. During WWII, it was not uncommon for military planners to involve civilian architects in military design projects due to the lack of domestic work and abundance of military projects. It was not uncommon for notable architects to adapt standardized building plans to situational site issues. Myron Hunt was no exception. His firm, Hunt, Chambers, and Ellingwood did a great deal of work for the Navy during that time, with the firm ultimately playing a major role in the design of Camp Pendleton.

The Marine Corps found the varied terrain and undeveloped nature of the Santa Margarita y Las Flores Rancho especially conducive to training exercises. The expansive ranch lands included miles of beachfront that were particularly advantageous to amphibious exercises, something of special importance to the Marines since greater and greater emphasis was being placed on amphibious warfare in the Pacific Theatre. The Marines began construction on their new West Coast training base, to be named Camp Joseph H. Pendleton, with the purchase of this Rancho. Contemporaneous to that acquisition, President Franklin Roosevelt issued a declaration of "unlimited national emergency," and the Military Draft Act of 1939. The Japanese attack on Pearl Harbor on 7 December 1941 created an immediate need for a large Pacific coast combat training and exercise area to serve as a strategic launch pad for war. Until this time, Marine Corps training was limited to Quantico and Parris Island on the East Coast, and San Diego on the West Coast. Marine Corps Recruit Depot in San Diego was the center of Corps activities for the Pacific, while the smaller Camp Elliott (the current location of Torrey Pines and UC San Diego) located north of the city was used for small training purposes. Prior to the attack on Pearl Harbor, however, the West Coast contained no large unit training facility.

It was the government's goal to have the new Marine Corps training facility near Oceanside ready for occupancy and exercises in six months. J. E. Haddock, Ltd. of Pasadena and Engineers, Ltd., of Los Angeles and San Francisco oversaw construction projects, while Hunt, Chambers, and Ellingwood served as the base's original Architects. The original Bureau of Yards and Docks contract anticipated construction of 518 buildings, and the labor force had to work at a breakneck pace to transform the rugged rancho lands into a staging and training area for the influx of Marine recruits and draftees. More than anything, the urgent need for war support facilities dictated the construction of so many temporary buildings and structures.



In 1946, after the end of WWII, General A. A. Vandegrift, Commandant of the USMC, ordered that Camp Pendleton remain the center of all USMC activities on the West Coast.

## 2.1.4 Previous Cultural Resources Studies

### Archaeological Surveys and Inventories

This section describes previous archaeological research that has been conducted on MCB Camp Pendleton (Appendix H). The earliest study conducted for the Camp Pendleton area was in 1908 by Philip Sparkman, who completed a general reference study on The Culture of the Luiseño Indians (Sparkman 1908). Subsequent studies of the Camp Pendleton area were conducted from the 1920s to the early 1960s and included two general reference reports on the San Juan Capistrano and San Luis Rey missions (Englehardt 1921, 1922), a handbook on the Indians of California, a history of Rancho Santa Margarita y Las Flores, geology and mineral resources of San Diego County, a study on Luiseño social organizations, and a general study on an early complex in San Diego. The earliest archaeological survey was of the DeLuz flood control basin in 1964 by Benjamin E. McCown.

Formal inventories on MCB Camp Pendleton property were initiated to comply with the NHPA in 1966. Key inventories conducted prior to the writing of the previous ICRMP (MCB Camp Pendleton 2008) include Byrd (1996a, 1996b, 1996c), Johnson et al. (1998), Johnson and O'Neil (2001), Reddy and Byrd (1997), and Visser et al. (2005). Since the completion of the 2008 ICRMP, key inventories have been completed by Robbins-Wade (2008), Bowden Renna and Apple (2009), Becker et al. (2009), and York and Glenny (2010). Archaeological investigations to date have resulted in the survey of 89 percent of the land at MCB Camp Pendleton.

The 548 reports completed at MCB Camp Pendleton include various study types, including:

- Conditions Assessment (2)
- Data Recovery (13)
- Data Recovery/Monitoring/Testing (1)
- Evaluation (14)
- Excavations (2)
- General Reference (56)
- Inventory (2)
- Monitoring (55)
- Monitoring/Data Recovery (2)
- Monitoring/Evaluation (1)
- Monitoring/Testing (2)
- Monitoring/Testing/Research Design (1)
- Research Design (11)
- Study Area (1)
- Survey (249)
- Survey/Research Design (1)
- Survey/Testing (18)
- Testing (108)
- Testing/Evaluation (3)
- Thesis (1)
- Other (5)

## Historic Building Surveys and Inventories

All built-environment resources constructed between 1942 and 1969 have been documented and evaluated under NRHP Criteria A, B, C, and D. Certain kinds of properties are not usually considered for listing in the NRHP: religious properties, moved properties, birthplaces or graves, cemeteries, reconstructed properties, commemorative properties, and properties achieving significance within the past 50 years. These properties can be eligible for listing, however, if they meet special requirements, called Criteria Considerations, in addition to meeting the regular requirements (that is, being eligible under one or more of the four Criteria and possessing integrity). Criteria Consideration G can be applied to properties that have achieved significance within the past 50 years. All built-environment resources constructed after 1969 have been documented and evaluated under Criteria Consideration G, which requires a higher threshold of “exceptional significance.” Since the 2008 ICRMP, reports pertaining to built-environment resources have included two Historic Structures Reports for buildings 51811 (San Onofre Beach Club, see Figure 11) and 1133 (1st Marine Corps Division Headquarters, see Figure 12) (Pumphrey et al. 2011a, 2011b). Additionally, two historic context statements have been completed: one on Old State Route 2/El Camino Real (CA-SDI-14006H, Segment C) and the other on MCB Camp Pendleton before military occupation of the land (Larson and Wee 2013; Stringer-Bowsher and Killoren 2013). An archival investigation and survey for Historic El Camino Real was completed in 2013 (Stringer-Bowsher and Killoren 2013). Most recently, a base-wide reevaluation was conducted for the buildings constructed in 1969 or earlier that were previously evaluated under Criteria Consideration G. Now that those buildings have turned 50 years old, evaluation was conducted under NRHP Criteria A-D (HDR 2016).



Figure 11. Building 1113, 1st Division Marine Corps Headquarters, an NRHP-eligible historic building on MCB Camp Pendleton.





Figure 12. Building 51811, the Beach Club, an NRHP-eligible historic building on MCB Camp Pendleton.

## 2.1.5 Known Cultural Resources

### Archeological Sites

As of September of 2017, approximately 100 percent of the surveyable land at MCB Camp Pendleton has been adequately surveyed for cultural resources (Figure 13). A total of 840 archaeological resources have been recorded as sites on MCB Camp Pendleton, including prehistoric, historic sites, and multi-component sites. Currently, prehistoric sites comprise 744 (~86 percent) of the total extant localities; historic sites comprise 60 (~7 percent); and multi-component sites comprise 36 (~5 percent). A total of 428 archaeological sites, including prehistoric, ethnohistoric, and historic sites, have been evaluated for the NRHP; 140 of those have been determined eligible and one is listed in the NRHP.

SHPO concurrence on these eligibility recommendations has been obtained for 268 of the sites. One site is listed in the NRHP. Concurrence is undetermined or has not yet been sought for the remaining sites.

Archaeological sensitivity is assessed upon the basis of a number of factors. The presence of one or more of the following circumstances indicate the archaeological sensitivity of an area and the need for archaeological monitoring (per Stipulation IV.D of the PA):

- 1) The presence in the APE of ineligible prehistoric archaeological resources;
- 2) The presence in natural areas surrounding the APE of several other recorded prehistoric archaeological sites;

- 3) The presence of large or small drainages in the natural areas within or adjacent to the APE and the consequent potential for buried cultural deposits beneath alluvium deposited by these drainages; and
- 4) The presence of vegetation in natural areas in the APE that obscured the ground surface at times during the inventory field surveys.

The purpose of assessing the archaeological sensitivity is so that criteria for archaeological monitoring requirements are clearly identified so that unidentified historic properties, if present, are not irretrievably lost, damaged, destroyed, or otherwise adversely affected.

All known artifact collections derived from excavations on the MCB Camp Pendleton since 1967 are now curated at the SDAC. Currently, this includes more than 1032 cubic feet of space for the collections, with 154 linear feet of archaeological reports from surveys and excavations.

### **Historic Buildings and Structures**

All built-environment resources constructed between 1942 and 1969 have been documented and evaluated under NRHP Criteria A, B, C, and D. All built-environment resources constructed after 1969 have been documented and evaluated under Criteria Consideration G, which requires a higher threshold of “exceptional significance.” Pre-military era historic built environment resources on MCB Camp Pendleton include the Santa Margarita Ranch House complex (construction periods from 1827-1882, 1883-1915, 1916-1941, and 1942-present), which was originally listed on the NRHP in 1971 including three adobe buildings within a 10-acre parcel in the central portion of MCB Camp Pendleton in the 24 Area (NRHP Listing No. 71000180). The Santa Margarita Ranch House complex nomination form was updated in 1994 and expanded to include 21 acres of land around the Santa Margarita Ranch House (Building 24154), the Chapel (Building 24150), the bunkhouse (Building 24152), an adobe outhouse (converted to laundry room; Building 24153), the flagpole (Building 24155) and the entry gate (JRP 1994). The property includes a designed historic landscape which was designed and implemented in the 1940s as an example of early preservation and conservation efforts for the complex. The 1994 updated nomination form includes the archaeological deposit, CA-SDI-12599/10156. Although the California SHPO has concurred on the expanded boundary and eligibility criteria (Criteria A, B, C, and D) for this property, the updated nomination form has not been submitted to NPS for additional criteria and increased property boundary to expand the listing to the National level of significance and for designation as a National Historic Landmark. It was previously used as the residence of the MCB Camp Pendleton Commanding General.

The Las Flores Adobe (constructed between 1864 and 1868) is another pre-military historic resource that was listed in the NRHP and as a National Historic Landmark in 1968 at the National level of significance under the area of architecture (NRHP Listing No. 68000021). This listing included 11.5 acres and the adobe buildings. In 1991, JRP prepared an updated nomination form to expand the NRHP listing and its contributors (JRP 1991). The Las Flores Adobe includes three buildings (two-story Monterey segment, Hacienda segment, and barn) joined by a common roof system and windmill (c. 1900) determined to be a contributor and including a mature landscape that dates to the period of significance. The updated nomination form has also not been submitted to NPS for the additional contributors.

In 2000, JRP Historical Consulting was contracted by MCB Camp Pendleton to evaluate all military-era historic built environment resources. As such, a base-wide survey was completed of 3,572 buildings and structures constructed from the beginning of MCB Camp Pendleton in 1942 to the end of the Cold War in 1989. The built environment resources were categorized according to the historic time periods with which they were associated. These included WWII temporary construction (1942-1945), post-WWII refurbishing of old buildings (1946-1949), Korean War and base population boom (1950-1953), replacement of temporary construction with permanent construction (1954-1962), base population growth during the

activation of the 5th Marine Division to Vietnam (1963-1975), and Modernization/End of Cold War (1976-1989). Particular attention was paid to the WWII and early Cold War resources.

To document the 3,572 resources, 460 DPR 523 forms were completed—226 buildings were inventoried on an individual basis, and the remaining 234 forms included buildings that were grouped together on a single form by similar function, including chlorination/water treatment buildings, water system buildings, combat towns, ranges, rappelling towers, and recreational facilities. It was noted that 298 buildings and structures were from the WWII era. Additionally, 305 resources were constructed at an “unknown” date; 106 buildings or structures could not be located within Camp Pendleton, and were therefore not inventoried and believed to have been demolished.

JRP recommended six resources as eligible for listing on the NRHP. These buildings include:

- Building 1133 (1<sup>st</sup> Division Headquarters Building)
- Building 1261 (Administration Building)
- Building 1645 (Storage Building) and
- Building 1657 (Hobby and Crafts Center)
- Building 1671 (Administration Building)
- Building 51811 (The Beach Club)

Of the six buildings recommended NRHP-eligible, SHPO concurred with two: Buildings 1133 and 51811 (Figures 12 and 13). Concurrence is undetermined or has not yet been sought for the remaining buildings.

The remaining majority of buildings either lost integrity and were therefore not considered NRHP-eligible or were not 50 years old in 2000 and were not recommended eligible for the NRHP under Criterion Consideration G for exceptional significance. A survey and evaluation project to evaluate buildings that have turned 50 years old since 2000 without the application of Criterion Consideration G was begun in 2014 and is now complete (HDR 2016). That survey includes 195 resources constructed prior to 1968. No additional buildings or structures were recommended as eligible for NRHP listing as a result of this building survey and evaluation effort. As other buildings and structures reach the 50-year mark, they will need to be reevaluated for NRHP eligibility.

Seventy-eight temporary training buildings constructed during WWII were noted in the Talega Area (Area 64) and are mostly Quonset huts. These were not evaluated in the JRP 2000 report, but it was noted that they are the best collection of WWII-era Quonset huts on MCB Camp Pendleton, and the lack of modern construction within this area helps retain a sense of integrity in setting, location, feeling, and association. These buildings were mentioned in a report (Garner 1993) that fulfilled a Memorandum of Agreement with the ACHP and the National Conference of State History Preservation Officers (NCSHPO) to document temporary buildings erected by the U.S. military during mobilization for WWII. This Memorandum of Agreement (MOA) helped the DoD expedite fulfillment of Section 106 requirements of the NHPA before proceeding with the demolition of WWII-era temporary buildings as required by the Military Construction Authorization Bill of 1983. The 1993 report was produced in accordance with the MOA by the U.S. Army Construction Engineering Research Laboratories (USACERL).



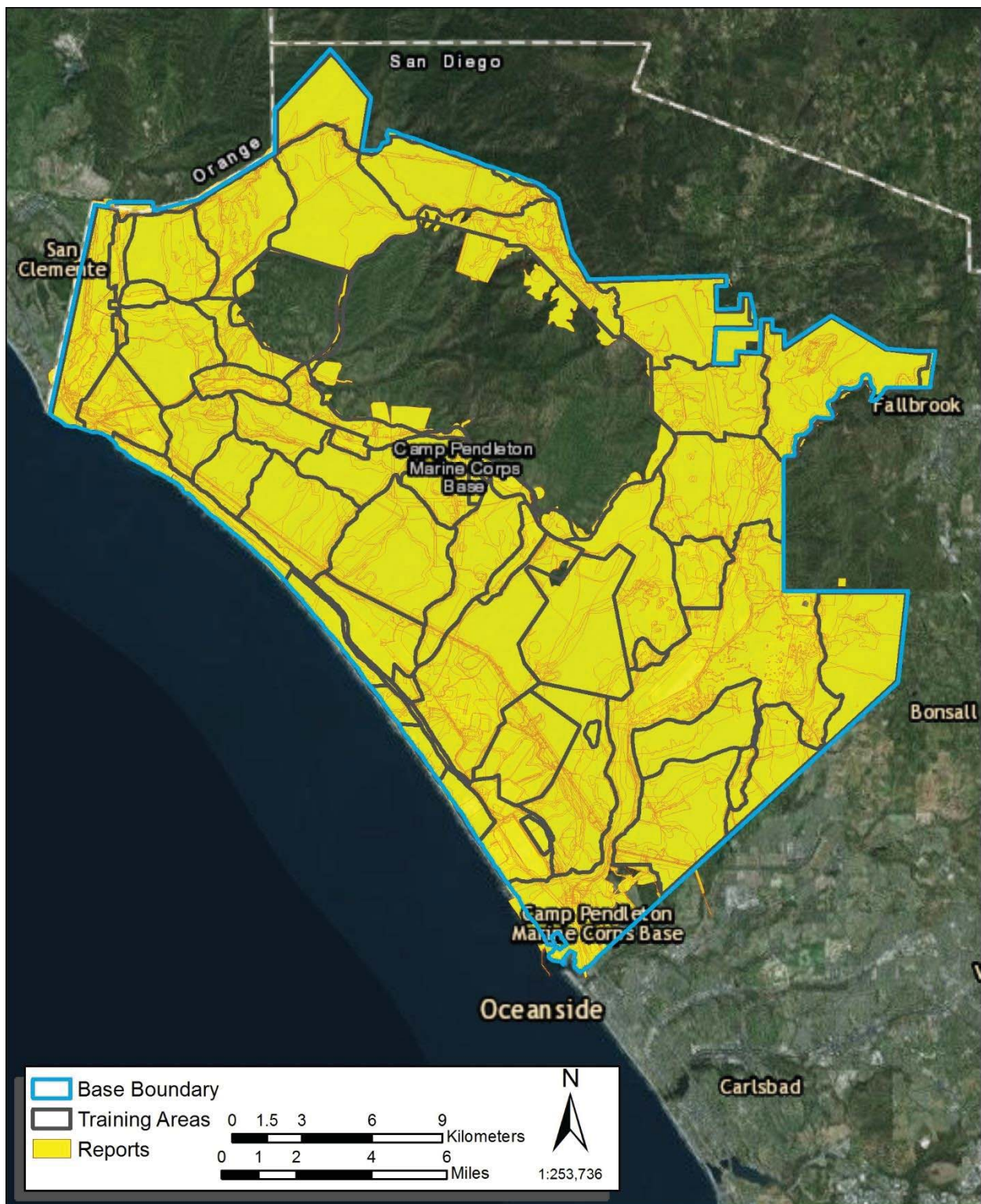


Figure 13. MCB Camp Pendleton's adequately surveyed areas.

### **Traditional Cultural Properties**

No traditional cultural properties (TCPs) have been formally identified at MCB Camp Pendleton. A TCP is a property that is “eligible for inclusion in the NRHP because of its association with cultural practices or beliefs of a living community that (a) are rooted in that community’s history, and (b) are important in maintaining the continuing cultural identity of the community.” Parker and King (1990) continue that TCPs are often hard to recognize. A common-looking mountain top, a stretch of river, or a location by a modern highway may be a significant ceremonial location. A culturally important neighborhood may look like a group of houses. Such locations may not be readily apparent and may not come to light using standard archaeological techniques. Only through interviews with living descendants, ethnohistoric research, and architectural studies will the potential TCP be ascertained.

MCB Camp Pendleton has completed two ethnohistoric studies involving records at the San Luis Rey and San Juan Capistrano missions about the Luiseño and Juaneño Indians from the MCB Camp Pendleton area (Johnson and O’Neil, 1998 and 2001). These document Indians and identify ethnohistoric villages as they relate to clans and families. MCB Camp Pendleton will finalize the ethnohistoric documentation through completion of interviews aimed at identifying additional lineal descendants to the villages on MCB Camp Pendleton and better identifying possible TCPs. The San Mateo Archaeological District (SMAD) was listed on the NRHP in 1981 and determined eligible for the NRHP on the basis of its research value (Criterion D) and for its association with the Juaneño village of Panhe, which is an Acjachemen Sacred Site and is listed on the California Sacred Lands Inventory maintained by the Native American Heritage Commission. Previous CPEN documents have discussed SMAD as a TCP (for the village), but it has not been formally evaluated as such.

### **Historic Landscapes**

No historic landscape studies have been completed for MCB Camp Pendleton. However, the designed historic landscapes associated with the Santa Margarita Ranch House and Las Flores Adobe are considered contributing resources to those properties.

### **Monuments and Memorials**

Monuments and memorials would only be considered cultural resources if found to be eligible for the NRHP under Criteria Consideration F, which states that a property primarily commemorative in intent can be eligible if design, age, tradition, or symbolic value has invested it with its own historical significance. Such a resource’s significance comes from its value as a cultural expression at the date of its creation. Therefore, a commemorative property generally must be over 50 years old and must possess significance based on its own value, not on the value of the event or person being memorialized (NRHP 1997). Cannons, guns, airplanes, and other memorabilia that have been randomly placed around the installation are not considered to be the types of cultural resources that are the subjects of this document.

### **MCAS Camp Pendleton Resources**

MCB Camp Pendleton includes MCAS Camp Pendleton resources in its Environmental Management Programs and related programming and contracting actions, such as resource surveys and artifact recovery/curation. The cultural resources within MCAS Camp Pendleton have been extensively surveyed by numerous investigations. The only resource determined eligible for NRHP listing is the ‘Topomai’ habitation site (of which a portion lies on MCAS Camp Pendleton and a portion on MCB Camp Pendleton) that is part of the Santa Margarita Ranch House historic district. The 1994 updated nomination form for the historic district includes the ‘Topomai’ habitation site archaeological deposit, CA-SDI-12599/10156 and received concurrence from the California SHPO. No historic buildings, structures, landscapes or monuments have been identified on MCAS Camp Pendleton. The only potential historic resource in these categories has been moved from its original location and modified for a new purpose, eliminating its



potential historic value. For additional details, refer to MCAS Camp Pendleton's separate ICRMP (Appendix N).

## 2.2 MANAGEMENT ACTIONS

This portion of the ICRMP update describes the objectives, priorities, goals, and action items to accomplish the legal compliance requirements for the management of cultural resources at MCB Camp Pendleton. The cultural resources management strategy at MCB Camp Pendleton has been developed following practices based in scientific techniques and processes as well as experience with military needs and requirements.

### 2.2.1 General Goals

- Support MCB Camp Pendleton's mission to train Marines
- Comply with USMC and Navy standards which are derived from Federal legislation pertaining to cultural resources management
- Maintain a cultural resources program that meets and supports MCB Camp Pendleton's national security mission requirements
- Assess the success of the cultural resources program
- Identify improvements that can be made in the management processes

### 2.2.2 Results of Previous ICRMP (2008) Priorities and Goals

A series of studies, inventories, evaluations, management and other projects and procedures have been completed by MCB Camp Pendleton since the previous ICRMP (MCB Camp Pendleton 2008). The following section describes these projects, and summarizes the status of the MCB Camp Pendleton CRMP with respect to the goals identified in the 2008 ICRMP, including existing needs (Table 4).

Table 4. Status of Previous Priorities and Goals Established in the 2008 ICRMP

Priorities	Status
Maintenance of CPAG	Quarterly updates are current
Complete evaluation of all unevaluated sites (336 as of January 2007)	Completed through FY2015
Annually determine sites to be evaluated	Completed
Continue ongoing program that prioritizes the treatment of archaeological sites and historic properties, and identify sites for which mitigation	Implemented
Develop a series of "short-term" requirements to facilitate the objective of managing cultural resources	Implemented
Identify impacts that proposed undertakings will have on cultural resources in training and cantonment areas and design PAs appropriate for the management of the resources	Completed*
Finalize a NAGPRA comprehensive agreement	Completed
Finalize PA with SHPO to deal with classes of undertakings that will not require consultation	Completed
Evaluate sites classified as small sparse scatters of artifacts or ecofacts with no apparent subsurface depth at the survey stage and complete a determination of eligibility	Implemented

## 2. Cultural Resources Management Strategy

Priorities		Status
Conduct geomorphic evaluations as part of the training area surveys to reliably identify those portions of MCB Camp Pendleton that could potentially contain buried archaeological resources that do not have an identifiable surface component that can be detected through surface survey		Implemented
Goals		Status
1.	Completion of NRHP Evaluations for Archaeological Sites	In Progress
2.	Site Monitoring/Management and Evaluation of Training Impacts	Implemented
3.	Las Flores Adobe Ranch House Restoration	In Progress
4.	Implementation of Las Flores and Santa Margarita Ranch Houses Multi-Use Public-Private Partnering Plan	Not Implemented
5.	Promote Intra-Division Coordination	Completed
6.	Provide Fire Department Support	To Be Developed
7.	Implementation of the Las Pulgas Corridor Initiative	Not Implemented

\* Finalization and implementation of the Streamlined Section 106 Programmatic Agreement has fulfilled the need for individual training and cantonment area Programmatic Agreements.

### 1) Completion of NRHP Evaluations for Archaeological Sites

As of May 2016, approximately 366 of the known archaeological resources currently on the CPAG GIS system have not been evaluated for their NRHP eligibility. Continuing progress toward NRHP evaluation is identified in the 2017 ICMRP goals.

### 2) Site Monitoring/Management and Evaluation of Training Impacts

With the completion of the field survey of all cantonment and training areas, a more complete picture of the cultural resources at MCB Camp Pendleton has been developed and will be maintained. The CASMET program has been funded and enables the CRM to identify and respond to changes in the training requirements at MCB Camp Pendleton, and annually evaluate more than 80 high-priority sites.

### 3) Las Flores Adobe Ranch House Restoration

Fire protection for the entire ranch house structure was completed, however interior restoration, exterior repair, and landscape restoration is a continuing goal.

### 4) Implementation of Ranch House Multi-Use Public-Private Partnering Plan

In February 2013, the command decided to focus on restoration and repair of both Las Flores Adobe and Santa Margarita Ranch House with the goal to adaptively reuse the properties to:

- Office and meeting space for base organizations
- Interpretive displays/tours for military personnel, families, and interested members of the general public
- Special uses such as weddings, meetings, and other civilian events that could generate additional funding for the restoration, maintenance, and operation of the house and its associated property generate additional funding for the restoration, maintenance, and operation of the ranch houses and its associated property under Section 111

**5) Promote Intra-Division Coordination**

The creation of the PAMS module has facilitated intra-division coordination for the NEPA and NHPA compliance process. As a result, the Cultural Resources Section of the ES has successfully tracked upcoming projects through coordination with NEPA, Land Management, Wildlife Management, and other sections of MCB Camp Pendleton involved in project planning and implementation.

**6) Provide Fire Department Support**

The Cultural Resources Section of the ES has successfully supported the MCB Camp Pendleton Fire Department in assessing potential impacts to cultural resources in areas proposed for controlled burning. The program to assist during uncontrolled burns was developed in order to efficiently assess and respond to potential risks to cultural resources associated with wildfires and resultant fire suppression activities. The Cultural Resources Section of the ES coordinates with the ES's Resource Advisor during wildfire events to protect cultural resources to the greatest extent possible. CRMP is also coordinating with them on the development of a MCB Camp Pendleton Wildland Fire Prevention Plan EA.

**7) Implementation of the Las Pulgas Corridor Initiative**

This goal was not implemented.

**Surveys**

Since January 2007, when data was compiled for the last ICMRP, 212 cultural resources studies have been conducted that include:

- Conditions Assessment
- Data Recovery
- Evaluation
- Excavations
- General Reference
- Inventory
- Monitoring
- Monitoring/Data Recovery
- Monitoring/Evaluation
- Monitoring/Testing
- Research Design
- Study Area
- Survey
- Survey/Testing
- Testing
- Testing/Evaluation

These projects, in combination with earlier (pre-2007) surveys that have been deemed adequate, have resulted in the coverage of 100 percent of the total MCB Camp Pendleton surveyable land. As of September 2017 there are a total of 840 known archaeological resources within MCB Camp Pendleton.

**Evaluations**

Eighty evaluation projects for NRHP eligibility of archaeological sites were completed from 2007 to 2016. These studies are identified in (Appendix G).

As a result, since the compilation of data for the last ICRMP in January 2007, 80 NRHP evaluations were completed, so that 51 percent of the 840 known archaeological resources within MCB Camp Pendleton have been evaluated.

Of the 840 recorded archaeological sites at MCB Camp Pendleton, 140 are defined as historic properties as they are listed in or have been found individually eligible for listing on the NRHP (only one is a listed site). There are 288 sites that have been found to be ineligible. Finally, there remain 412 of the 840 known archaeological resources that have not been evaluated for NRHP eligibility.

There has been one inventory and evaluation completed for the built environment since the last ICRMP (HDR 2016). Camp Talega located in the 64 Area was identified as WWII era historic district.

### **Documents**

Archaeological and historical survey and evaluation reports, as well as site records, are housed in the ES Office, Cultural Resources Section. Archival documents such as original plans, photographs, and documents related to the buildings of MCB Camp Pendleton are managed by the MCB Camp Pendleton Museum Officer. The Museum Officer manages hundreds of historic photographs and documents about MCB Camp Pendleton, the USMC and Navy presence, and the surrounding area. Text sources include manuscripts and books. Graphic records include photographs as prints and slides, photographic negatives, maps, and building plans. Historic photographs, early site plans, original drawings, and old real property record cards are important tools for the identification of historic buildings and for the evaluation of their significance. Such documentation allows accurate repair or reconstruction of parts of a property, provides a record of existing conditions when planning for future rehabilitation projects, and preserves information about a property that will be demolished but whose history is important. Old photographs and site plans also document sites that have been gone for a long time, and the surviving record may be used to identify potential environmental issues and concerns for new development in a previously occupied location.

### **Databases**

A database known as Camp Pendleton Archaeological GIS (CPAG) was developed in 1999 to track and access site data for MCB Camp Pendleton. This database has expanded since its original creation and now allows the CRM to track and search information fields for archaeological sites, historic structures and buildings, cultural resource reports, and site status. It is updated quarterly by a GIS contractor working at the installation. CPAG data is provided to the installation GIS authoritative database through Geofidelis Online. CPAG data has been retained and migrated to the new Geofidelis Data Model 3.0.0.1 as a Cultural\_Resources feature dataset in approved MCB Camp Pendleton and MCAS Camp Pendleton Data Dictionary 3.0.0.1. Access to archaeological site location data is restricted. These data are available to the ES staff for planning purposes.

The iNFADS database provides a building and structure inventory for MCB Camp Pendleton. This includes cultural resources-relevant information such as date of construction; NRHP category code; NRHP eligibility determination, status and date; and heritage asset and historical significance codes. The iNFADS database is primarily used by facilities personnel.

### **Site Protection**

The Marine Corps is required to implement policies and procedures to ensure the preservation and integrity of cultural resources (MCO P5090.2A Ch. 3). Archaeological site protection measures for NRHP recommended or determined eligible sites have included: (1) the maintenance of confidentiality on sensitive site locational information; (2) the passive preservation of sites in open-space; (3) where appropriate,

protective signage; and (4) where appropriate, protective fencing. In certain cases, due to both natural and military impacts, site condition monitoring has also occurred to ensure that adverse effects have not developed on these sites and to mitigate effects if necessary. For further information on site protection, refer to Section 3.7 (SOP No. 7).

### 2.2.3 Mission, Objectives, and Goals for the ICRMP Update

The primary mission of MCB Camp Pendleton's CRMP does not change with this update:

#### Mission

- Support MCB Camp Pendleton's mission to train Marines
- Comply with USMC and Navy standards, which are derived from Federal legislation pertaining to cultural resources management
- Maintain a cultural resources program that meets and supports MCB Camp Pendleton's national security mission requirements
- Assess the success of the cultural resources program
- Identify improvements that can be made in the management processes
- Maintain the maximum possible capability of MCB Camp Pendleton's to support military training and operational requirements by minimizing the number and areal extent (footprint) of cultural resources related limitations

#### Goals, Objectives, and Actions

The overall goal of this updated ICRMP is to integrate the legal requirements for historic preservation with the planning and accomplishment of military missions, as well as real property and land-use decisions at MCB Camp Pendleton. The specific goals, objectives, and action items to that end are identified in Appendix I and below. These goals build upon previous efforts for this update and are aligned with the Streamlined Section 106 PA. There are six primary goals, each with associated objectives and specific action items [indicated as short-term (ST) or long-term (LT)].

**Goal 1.** Identify cultural resources for informed management and planning decisions that allows for maximum use of training areas and reduces encroachment.

**Objective 1A.** Plan, program, and implement the cultural resource identification and evaluation responsibilities in the Basewide Section 106 PA for Section 110 of the NHPA and maintain resource inventory data.

- **Action Item 1A.** *Conduct systematic surveys until 100% survey obtained at the adequate level for all lands available for survey. (ST)*
- **Action Item 2A.** *Conduct annual evaluations of all potential historic properties against NRHP criteria at a rate of at least eight resources per year until all properties are evaluated. (ST)*
- **Action Item 3A.** *Maintain up-to-date inventory of cultural resources data in GIS. (ST)*
- **Action Item 4A.** *Ethnographic Inventory to Identify Traditional Cultural Properties, Sacred Sites, Areas of Native American Cultural Significance (ST)*

**Objective 1B.** Develop and submit nomination packages, or update as necessary, for high value historic properties.



- **Action Item 1B.** Prepare nomination packages for high value historic properties including Building 1133, Las Flores Adobe, and Santa Margarita Ranch House by 2018. (ST)
- **Action Item 2B.** Submit nomination packages for Building 1133, Las Flores Adobe, and the Santa Margarita Ranch House 2019. (ST)
- **Action Item 3B.** Coordinate with USMC HQ, CA SHPO, and NPS on submitted nomination packages to facilitate listing or updated listing by 2021. (ST)

**Goal 2.** Effectively manage resources to maintain and enhance resource integrity while supporting maximum military training flexibility.

**Objective 2A.** Ensure adequate protection measures are in place to meet the preservation and protection requirements of Section 110 of the NHPA for archaeological resources as well as enforcement and protection under ARPA.

- **Action Item 1A.** Annually conduct the Condition Assessment, Site Monitoring, and Effects Treatment (CASMET) program to assess condition of integrity for potentially eligible and eligible archaeological sites. (ST)
- **Action Item 2A.** Install protective and stabilization measures at historic properties with identified impacts that are degrading integrity. (ST)
- **Action Item 3A.** Investigate reported incidents and enforce federal laws. (ST)

**Objective 2B.** Plan, program, and implement adequate stabilization and treatment measures for listed or eligible built environment historic properties.

- **Action Item 1B.** Annual Maintenance and Room Renovation Las Flores Adobe National Historic Landmark. (ST)
- **Action Item 2B.** Develop and consult on maintenance and repair plans for listed or eligible historic buildings. (LT)
- **Action Item 3B.** Implement Santa Margarita Ranch House stabilization and repair project. (ST)

**Goal 3.** Ensure all archaeological collections and records are curated per 36 CFR 79.

**Objective 3A.** Plan, program, and implement the requirements of 36 CFR 79 Curation of Federally Owned and Administered Archaeological Collections for MCB Camp Pendleton's collections.

- **Action Item 1A.** Curate MCB Camp Pendleton's archaeological collections and associated records per the standards in 36 CFR 79. (ST)
- **Action Item 2A.** Conduct annual inspections of curation facility and collections to ensure they meet the standards per 36 CFR 79. (ST)
- **Action Item 3A.** Develop a feasibility study for an on-base curation facility which meets the requirements of 36 CFR 79. (LT)

**Goal 4.** Consult with Native American tribes on a government-to-government basis as required under NHPA, NAGPRA, and other statutes to support military training objectives and the base mission.

**Objective 4A.** Consult with tribes at a minimum of twice per year and more often as needed.

- **Action Item 1A.** Prepare and submit consultation packages for Section 106 compliance. (ST)
- **Action Item 2A.** Conduct consultation meetings per the Basewide Section 106 PA and for individual consultation including distribution of meeting minutes. (ST)
- **Action Item 3A.** Conduct NAGPRA consultation in accordance with the comprehensive agreement for inadvertent discoveries and collections as required. (ST)
- **Action Item 4A.** Maintain/record data call response from CMP and Tribal consultation. (ST) 4A. Maintain/record data call response from CMP and Tribal consultation

**Goal 5.** Conduct consultation with CA SHPO, ACHP, as required, and other parties to comply with Section 106 of the NHPA for undertakings that support military training and facility requirements.

**Objective 5A.** Plan, prepare, and submit timely consultation packages for all undertakings outside of the Basewide Section 106 PA.

- **Action Item 1A.** Provide review and comment on requests for environmental review through NEPA-PAMS. (ST)
- **Action Item 2A.** Prepare consultation package for CA SHPO, ACHP, as required, tribes, and other parties on determinations and findings. (LT)
- **Action Item 3A.** Follow up with SHPO, tribes, and other parties and provide results of consultation in NEPA-PAMS. (LT)
- **Action Item 4A.** Maintain cultural resource compliance records for all undertakings and determinations. (ST)

**Objective 5B.** Plan, prepare, and submit historic property treatment plans including monitoring and discovery plans to meet the compliance responsibilities as a result of consultation.

- **Action Item 1B.** Develop historic property treatment plans and monitoring and discovery plans for undertakings as identified through consultation. (LT)
- **Action Item 2B.** Submit historic property treatment plans for review and comment to CA SHPO, tribes, and other parties. (ST)

**Objective 5C.** Consult on the development and preparation of Section 106 agreement documents to resolve adverse effects on installation undertakings.

- **Action Item 1C.** Develop Section 106 agreement document and submit to CA SHPO, ACHP as required, tribes and other parties. (ST)
- **Action Item 2C.** Implement Section 106 agreement document requirements including annually required reporting. (ST)

**Goal 6.** Provide educational information to Base units, scientific communities, Base communities and the general public to enhance public awareness of MCB Camp Pendleton's cultural resources and to provide internal training opportunities that contributes to workforce excellence.

**Objective 6A.** Develop and distribute outreach materials, prepare and install interpretive displays and signage, and conduct annual training, or as needed, for base professionals.

- **Action Item 1A.** *Develop public outreach plan and incorporate into ICRMP by 2017. (ST)*
- **Action Item 2A.** *Provide input to CETEP training modules for cultural resources and update annually as required. (ST)*
- **Action Item 3A.** *Develop and distribute outreach materials by 2017. (ST)*
- **Action Item 4A.** *Develop and install interpretive signage by 2018. (ST)*
- **Action Item 5A.** *Develop and publish Cultural Resources Section webpage by 2017. (ST)*

### **Facilities Sustainment, Restoration and Modernization (FSRM) (Major Repair and Maintenance Actions)**

Planned MCB Camp Pendleton FSRM projects on built environment historic properties include the major repair and seismic stabilization of Building 24154, the Santa Margarita Ranch House (project PE1621M), and future major repair and seismic stabilization of Building 1133 (1<sup>st</sup> MARDIV HQ). The planned repair for Santa Margarita Ranch House is a design-bid-build project. The design is programmed for FY16 and the construction is planned for FY18. The future repair of Building 1133 will be submitted for once the structural study, currently being conducted, is available for the installation Public Works Division to develop the 1391 and submit for funding consideration and approval.

### **MILCON Actions**

Other MCB Camp Pendleton departments have planned projects that could potentially affect buildings, structures, or archaeological sites located within base facilities. These future projects are identified in Table 5 and summarized in Appendix K. This list of future undertakings should be reviewed by the CRM annually to ensure the consideration of cultural resources as part of the planning process and updated as part of the annual review of the ICRMP. In addition to those actions identified in Table 5, the CRM should consider the impact to historic resources as the result of installation-wide changes in mission, equipment, range management activities, training operations or tempo, and major maintenance or repair initiatives.

Table 5. Unprogrammed Future Undertakings

Proposed Project	FY Priority	NEPA Started	Area
1st MARDIV Operations Complex	#2 (FY15)	No	HQ, 11
Ammunition Supply Point (ASP) Upgrade (Phase 2)	#3 (FY15)	Yes	43
Ammunition Supply Point (ASP) Upgrade (Phase 3)	#4 (FY15)	Yes	43
CSP - Consolidated Storage Program	#4 (late add to FY15)	Yes	
Construct Water Distribution Improvements, Potable	#5 (FY15)	No	20
Fire/Emergency Response Station, HQ	#6 (FY15)	Yes	HQ
USMC Equipment Warehouse	#7 (FY15)	No	22
Tri MEU Complex	#8 (FY15)	No	21
Replace Stuart Mesa Bridge	#9 (FY15)	No	32
14 Area Mess hall	#10 (FY15)	Yes	14
Force RECON Co Operations Complex	#11 (FY15)	No	41
Construct Potable Water Storage Tank - 32 Area	#12 (FY15)	No	32
MASS – 3 Operations Complex - 32 A	#13 (FY15)	No	32
Raw Water Pipeline in Support of P6111-11	#14 (FY15)		Fallbrook
1st CEB Route Recon & Clearance	#15 (FY15)	No	62
Security Improvement Las Pulgas Gate	#16 (FY15)		Perimeter
KD Range Training Complex (Phase 1)	#17 (FY15)		Range 103
Construct SCIF & Storage, 1st Intel/Radio	2008	Yes	11
SOI Supply Warehouse	#19 (FY15)	No	52
1st Marines Motor T Complex	#20 (FY15)	No	53
1st Battalion HQ 11th Marines	#21 (FY15)	Yes	43
1st Marines Warehouse	#22 (FY15)	No	53
5th Marines Warehouse	#23 (FY15)	No	62
11th Marines Warehouse	#24 (FY15)	No	43
Simulation Integration C	#25 (FY15)	Yes	43
CLB Operations Complex	#26 (FY15)	No	12
Joint Education Center	Not Considered	No	HQ
Bridge Company Operations Center	#36 (FY15)	No	11
MCB and MCBSS Warehouse	N/A	No	12
9th Comm Maintenance Facilities			13
Security Improvements, Base Training Facility			13
Great Street, 14 Area Campus	N/A	No	14
7th ESB R2C Vehicle Complex	N/A	No	14
Military Working Dog Kennel Facility	2012	EA	16
Law Enforcement Battalion	2013	Yes	
Telecom Campus Distributor Facility	2010	No	16
School Age Care Facility			17
Transient Lodging Quarters	N/A	No	20
Pass & Decal Facility	N/A	No	20
Dining Facility Del Mar	N/A	No	21
Bachelor Enlisted Quarters		No	21

## 2. Cultural Resources Management Strategy

Proposed Project	FY Priority	NEPA Started	Area
Bachelor Enlisted Quarters		No	21
I-MEF ATC Training Center	N/A	No	21
Assault Amphibian School BN Motor Transport Maintenance Facility	N/A	No	21
I-MEF Warehouse	N/A	No	21
Combat Training Tank	N/A	No	21
CLR-Combat Logistics Regiment Facility		Yes	22
MLG Communication Company HQ		Yes	22
CLC-Combat Logistics Co. Ops. Center		Yes	22
1st MLG Regimental HQ {22 Area}		Yes	22
Expand 22 Area Armory, Bldg 22213		No	22
DLA Warehouse Facility		No	22
1st Medical Bn Warehouse		No	22
AC/S Logistics Warehouse		No	22
1st Supply Bn Warehouse		No	22
HQ Fire - Station {22 Area}		Yes	22
SWRFT (Regional Garrison Mobile Equipment (GME))		No	22
1st Marine Expeditionary Force CTC-1 Building			22
Mechanized Museum Complex {26 Area}		No	26
Fire Department Training MOUT			26
Fire/Emergency Response Station-26Area	2012	No	26
WFTB Battalion Headquarters Training Facility 31A Edson Range		No	31A/B/C
Communications Systems Integration Lab	#45	EA	31A/B/C
Parking Structure {33 Area}		No	33
Supply Warehouse		Yes	33
Construct Chapel		Yes	33
Expeditionary Warfare Training Complex		Catex	33
41 Area Combat Training Tank	#21	EA	41
1st LAR Motor T Facility		No	41
1st LAR Admin Facility	#135	No	41
Ordnance Field Maintenance Repair Facility	#55	No	43
Armory, 1st Maint Battalion	#68	No	43
11th Marines Regimental Headquarters	#51	No	43
11th Marines Regiment Civil Affairs	#34	No	43
5/11 Battery Offices	#62	No	43
1/11 Battery Offices	#69	No	43
2/11 Battery Offices	#123	No	43
Battalion Aid Station 1st MLG		No	43
Fire / Emergency Response Station	#66	No	43
52 Area Landfill Expansion	#74	No	52
Armory and Comm/Elec Facilities SOI West	#80	No	52
BEQ / Infantry Instruction Facility SOI West	#37	No	52



Proposed Project	FY Priority	NEPA Started	Area
MCT Instruction Facility	#81	No	52
BEQ/Instruction Facility SOI West	#79	No	52
SOI Motor-T Expansion	#136	No	52
Fire Station No. 7		No	53
1st CEB Armory		No	62
5th Marines Armory Expansion		No	62
5th Marines Regimental CP		No	62
5th Marines Battalion CP		No	62
5th Marines Battalion CP		No	62
1st CEB Battalion CP		No	62
Fire Station No. 8		No	63
RSU HQ and Processing Center	#73	No	63
Recruit Barracks Talega	#47	Catex	63
Instructional Facility and Mess hall	#32	Catex	63
Recruit Barracks Talega	#63	Catex	63
Permanent Party BEQ + Armory	#91	Catex	63
MT and Comm/Elect Facility	#95	Catex	63
RSU Visiting Unit Storehouse	#108	Catex	63
Security Improvements San Onofre Gate			Perimeter
Del Mar Gate Security Improvements			Perimeter
Cristianitos Gate Security Improvements		No	Perimeter
Fallbrook Gate Security Improvements	#25	No	Perimeter
Perimeter Security Fence (Phase 1)	#23	No	Perimeter
Perimeter Security Improvements Phase 2	#52	No	Perimeter
Perimeter Security Improvements Phase 3	#53	No	Perimeter
Training Facility at Fire Base Gloria	#90	No	Range
Range 130 Upgrade	#77	No	Range
MOUT Modernization	#40	No	Range
Repair Range Access Roads	#69		Range
MP Training Facility	#50	No	Range
LHD Pad Modernization	#36	No	Range
VTOL Pad Modernization (Red Beach)	#78	No	Range
HOLF Runway Lighting Improvements	#56	No	Range
EOD Admin/Shop/Training	#48	No	Range
41 Area Landing Zone	#87	No	Range
Operations Access Points (White Beach)	#70	No	Range
Operations Access Points (Blue Beach)	#119	No	Range
Force Recon Tower	#43	No	Range
KD Range Training Complex (Phase 2)	#123	No	Range
Infantry Squad Defensive Range	#79	No	Range

Proposed Project	FY Priority	NEPA Started	Area
Multipurpose Range Complex Heavy	#135		Range
Infantry Platoon Battle Course	#76	No	Range
Infantry Platoon Battle Course, Phase 2	#129	No	Range
Basilone Rd Realignment at 52 Area	#54	No	Roads
Basilone Rd Realignment and ATRP Upgrades	#77	No	Roads
Basilone Rd Realignment and ATRP Upgrades	#112	No	Roads
Realign Basilone Curve	#39	No	Roads
Ammunition Road Widening		No	Roads
Demolition of STPs 1,2,3,8 & 13	#80		Utilities
STP 9 Modification and Upgrade	#44	No	Utilities
TDS/TOC Constituent Control Reuse Water II			Utilities
Southern Region Water Conveyance	#69	No	Utilities
Zonal Loops for Natural Gas	#33	Yes	Utilities
Stuart Mesa Water Loop			Utilities
Waterline De Luz to O'Neill Housing		No	Utilities
Building H100 Hospital Renovation		Yes	27

## 2.2.4 Programmatic Agreements

### Streamlined Section 106 Programmatic Agreements

MCB Camp Pendleton has finalized and executed an installation-specific PA to streamline compliance with Section 106 of the NHPA in consultation with the California SHPO, ACHP, Tribes, and other consulting parties (Appendix C). The execution and implementation of this PA provides satisfaction between the SHPO and ACHP with MCB Camp Pendleton's implementation of its Section 106 duties in accordance with 36 CFR 800.14 for undertakings related to national defense mission requirements. The PA ensures MCB Camp Pendleton compliance with NEPA, ARPA, AIRFA, NAGPRA, and other cultural resource-related laws and regulations. In essence, this PA supports efficient compliance with identified portions of the regulations through a prior consultation process that affords the ACHP, SHPO, local governments, other consulting parties, and the public with opportunities to comment on the installation's cultural resources management protocols. Satisfactory implementation of the PA requires documentation of key decisions made by the installation, quarterly and annual reporting to all PA parties, and notification within 48 hours of certain actions. The PA codifies standard management measures to avoid adverse effects to historic properties and protect cultural resources that have not been evaluated. MCB Camp Pendleton is required to comply with 36 CFR 800 for those undertakings that do not meet the conditions specified in the stipulations under this PA. The PA shall be in effect for six years from the date of its execution (expiring in 2021) which can be extended through an amendment.

### Undertaking-Specific Programmatic Agreements

#### Base-wide Utility Infrastructure Improvements (BUI) Programmatic Agreement:

The PA drafted in 2010 regarding undertakings for base-wide utility infrastructure improvements (BUI) facilitates the need for six BUI projects that may have an adverse effect on 28 historic properties. The PA identifies all historic properties within the six project areas and maintains treatment methods for the historic properties that may be affected by the projects. For PAs in this section, please see Appendix D.

**Base-wide Water Infrastructure Improvements Programmatic Agreement:**

The PA finalized in 2012 for the base-wide water infrastructure improvements and Stuart Mesa Bridge replacement facilitates the need for water infrastructure improvements that may have an adverse effect on 12 historic properties. The PA identifies all 12 historic properties within three project areas and maintains treatment methods for the historic properties that may be affected by the projects.

**CESU Cooperative Agreement No. N62473-13-2-4906 between the DoN and University of Vermont for Historic Preservation and Architectural Conservation Work, 25 September 2013-2016**

DoN/MCB Camp Pendleton entered into an agreement for the University of Vermont to provide preservation services for the Las Flores Adobe National Historic Landmark and the Santa Margarita Ranch House Complex in order to support the preservation and adaptive use of these historic properties and their associated landscapes. The agreement expired in September 2016, and all tasks were complete.

**Cooperative Agreement between the University of Vermont & State Agricultural College and the U.S. Navy Cooperative Agreement No. N62473-14-2-0014, September 2014**

DoN/MCB Camp Pendleton entered into agreement with the University of Vermont & State Agricultural College to provide architectural expertise and conservation work, including technical oversight for the continued restoration of the Las Flores Adobe Ranch House and Santa Margarita Ranch Complex within a period of performance of 60 months (September 2019).

**Cooperative Agreement between the University of Vermont & State Agricultural College and the U.S. Navy Cooperative Agreement No. N62473-15-2-0012, August 2015**

DoN/MCB Camp Pendleton entered into agreement with the University of Vermont & State Agricultural College to provide architectural expertise and conservation work, including technical oversight for the continued restoration of the Las Flores Adobe Ranch House and Santa Margarita Ranch Complex within a period of performance of 60 months (August 2020).

**Memorandum of Agreement regarding the Protection, Stabilization, and Rehabilitation of the Rancho Las Flores Adobe Ranch House:**

The MOA facilitates the stabilization, rehabilitation, and protection of the Rancho Las Flores Adobe Ranch House in accordance with Section 110(f) of the NHPA. The MOA states the specific treatments and documentation needed for the completion of the project.

**West Coast Basing and Operation of the MV-22 Osprey Programmatic Agreement:**

The PA facilitates the proposed West Coast Basing and Operation of the MV-22 Osprey which will base up to 10 MV-22 squadrons at MCAS Miramar and MCAS Camp Pendleton. The MV-22 Osprey will require construction of new facilities and infrastructure and renovation of existing facilities. The PA states that the proposed undertakings for the MV-22 Osprey operation will require 36 CFR 800 compliance for any historic properties identified within the project areas.

**Memorandum of Agreement for the Tertiary Treatment Plant Project (P-002, P-110/A) and Advanced Water Treatment Facility (P-113):**

The MOA facilitates the proposed undertaking for the construction of a Tertiary Treatment Plant and the demolition of the Sewage Treatment Plants 1, 2, 3, 8, and 13 (undertaking). The PA identifies nine historic properties within the project area and maintains treatment methods for the historic properties that may be affected by the undertaking.

**Memorandum of Agreement for the Upgrades to Range 314C and Construction of an Infantry Squad Battle Course Range (MILCON P-637):**

The MOA facilitates the proposed undertaking involving improvements to be made at Range 314C within the Quebec Impact Area. The project will have an adverse effect on five historic properties within the

project area. The PA maintains that specific treatment methods will be put in place to assure minimization of adverse effects on historic properties during the undertaking.

### **2.2.5 DoD Programmatic Memorandum of Agreement (PMOA) for WWII Temporary Buildings (1939-1946)**

An earlier nationwide PMOA, drafted in 1986 and amended in 1991, facilitated NHPA compliance with regard to WWII temporary buildings. The PA established a historical context for the construction of these buildings, examples of these property types were identified and preserved, and all others can now be demolished without further consultation (see Appendix C).

### **2.2.6 Program Comments**

A program comment facilitates NHPA compliance requirements for an entire category of undertakings—such as renovation, demolition, or transfer, sale or lease from Federal ownership for a particular building type. Several of these are relevant to MCB Camp Pendleton. These comments define streamlined procedures for installation compliance with Section 106 of the NHPA and implementing regulations 36 CFR 800 in regard to specific building types.

Three program comments developed in the 2000s facilitate NHPA compliance on MCB Camp Pendleton with regard to the DoD management of WWII-era Capehart and Wherry Family Housing (1949-1962), WWII and Cold War ammunition storage facilities (1939-1974), and Cold War unaccompanied personnel housing (barracks) (1946-1974). In compliance with the comments, the Navy developed supplemental historical contexts as appendices to the Army's preexisting contexts for these building types and documented a representative sample of these buildings and facilities. Installations have no further requirements to identify, evaluate, treat, mitigate, or consult with their SHPO regarding any of these buildings or facilities. Installations may proceed with actions affecting these properties without further NHPA Section 106 compliance responsibilities.

### **2.2.7 Sustainability Initiatives**

One of the primary focuses of environmental stewardship within the DoD is the concept of sustainability applied to design, construction, operations, and resource conservation. Sustainability is responsible stewardship of the nation's natural, human, and financial resources through a practical and balanced approach. Through conservation, improved maintainability, recycling, reduction and reuse of waste, and other actions and innovations, the Marine Corps can meet today's needs without compromising the ability of future generations to meet their own. Sustainability initiatives include cultural resource management, the intent of which is the long-term preservation of resources. Ecological sustainability and preservation of cultural resources are complementary. Managing cultural resources to ensure their sustainability is required by Federal regulations:

Adverse effects on historic properties include, but are not limited to...Neglect of a property resulting in its deterioration or destruction [36 CFR 800.9(b)].

NRHP-eligible properties on the MCB Camp Pendleton currently consist of 155 archaeological sites, one archaeological district (San Mateo Archaeological District) and four buildings (Building 1133 and Building 51811, Las Flores Adobe, and the Santa Margarita Ranch House complex). Existing professional heritage management practices of the CRMP ensure the maintenance of confidential site locational information, and passive site preservation in open space is adequate to ensure the long-term resource sustainability for archaeological sites. Protective site signage and fencing and periodic site status monitoring to guarantee that adverse conditions have not developed will be completed, as appropriate or warranted, in order to achieve compliance with 36 CFR 800 for site preservation and promote resource sustainability.

Additionally, the CRMP's internal review processes, goals, and action items address the long-term sustainability of MCB Camp Pendleton's buildings or structures and ensure that none of these historic properties will become subject to demolition by neglect.

### **Archaeological Resources**

Archaeological sites provide a physical record how people have interacted with their environment in the past and what that tells us of how they led their lives. It is the product of ongoing change, stretching from the distant past into the present. Physically, this record is non-renewable—in each period, a combination of natural and cultural processes almost inevitably impacts the record of previous periods. Intellectually, the record is in a constant flux of discovery, redefinition, and interpretation through archaeological investigation and dissemination. Present uses will provide grist for the archaeologists of the future—the physical record of how we have lived and treated our environment and how much of our past we pass on to our successors. With respect to sustainability, archaeological sites on Marine Corps installations can be considered:

- a) The only source for understanding the development of human society in prehistoric and much of historic times within the lands contained within installations;
- b) A source of enjoyment and interest through intellectual and physical engagement and leisure-time pursuits, contributing to general mental, spiritual, and physical health;
- c) An important medium for general education, life-long learning, and personal development;
- d) A vital basis of people's awareness of historical and cultural identity, sense of community and place, and a key source of perspective on social change;
- e) A means of understanding long-term environmental change in relation to sustainability;
- f) A source of evidence about past use of renewable energy and recyclable resources such as water, timber, mineral resources, and organic waste. These benefits can be maximized by enhancing people's awareness of archaeology and the historic environment and developing a culture, within government and the private sector and in their dealings with others, of promoting active involvement, care, and appreciation for the benefit of present and future generations. Archaeology and the historic environment contribute significantly to people's quality of life. The Marine Corps has a responsibility for stewardship of this environment so that it can continue to inform present and future populations about our shared past. At the same time, stewardship must be integrated into the Marine Corps mission. In addition to promoting public awareness of archaeological information and the benefits of preservation to the larger installation community (see paragraph 8202.9), Marine Corps installations should employ innovative technical and interpretive practices to integrate archaeology into the success of the mission.

### **Historic Buildings and Structures**

When making decisions regarding replacement, renovation, or demolition of historic buildings and structures, it is Marine Corps policy to:

- a) Prefer continued or adaptive use of historic buildings and structures to new construction by accurately analyzing the life-cycle benefits and costs of sustainable or adaptive reuse;
- b) Employ innovative technical and design practices to facilitate mission use of historic buildings and structures with the minimum loss of historic integrity;
- c) Prefer partnerships with government, public, and private organizations to promote local economic development and vitality through use of historic properties in a manner that contributes to the long-term preservation and productive use of those properties in lieu of demolition;



- d) Consider systematic deconstruction and architectural salvage of historic building fabric when demolition is necessary, especially where historic fabric may be reused to preserve other similar properties in the inventory.

## 2.3 DATA MANAGEMENT

A database known as CPAG was developed in 1999 to track and access site data for MCB Camp Pendleton. This database has expanded since its original creation and now allows the CRM to track and search information fields for archaeological sites, historic structures and buildings, cultural resource reports, and site status. It is updated quarterly by a GIS contractor working at the installation. CPAG data is provided to the installation GIS authoritative database through Geofidelis Online. CPAG data has been retained and migrated to the new Geofidelis Data Model 3.0.0.1 as a Cultural\_Resources feature dataset in approved MCB and MCAS Camp Pendleton Data Dictionary 3.0.0.1. Access to archaeological site location data is restricted. Locational information of all archeological sites included in CPAG is confidential in accordance with Section 304 of the NHPA and Article 9 of the ARPA.

During the life of this ICMRP update, MCB Camp Pendleton will annually update and correct any inaccuracies in its GIS and site records databases. MCB Camp Pendleton also requires all contractors performing CRM studies within the installation to follow digital data guidelines as outlined in SOP No. 8.

## 2.4 COORDINATION AND STAFFING OVERVIEW

Cultural Resources Management duties are currently the responsibility of MCB Camp Pendleton's CRM/Base Archeologist. All proposed projects on the MCB Camp Pendleton are submitted online to the NEPA PAMS module to ensure NEPA and NHPA compliance. The NEPA Section of the Environmental Conservation Division reviews each project in PAMS for NEPA compliance and alerts the CRMP of projects that also require NHPA review. The CRM reviews the project in PAMS and either approves it under the PA or notifies the project requestor that the project will require SHPO consultation before approval can be granted.

In all cases that require archaeological survey or excavation, MCB Camp Pendleton staff or qualified contractors will perform tasks relating to the cultural resources in order to comply with the NHPA. These regulations require that the identification and evaluation of historic properties under NRHP criteria be accomplished by a professional who meets the Secretary of the Interior's (SOI) Professional Qualification Standards for Archaeology set forth in 36 CFR 61.

For any undertakings with the potential to directly or indirectly effect an NRHP-listed or eligible building, the project must be analyzed to determine if the effect will be adverse or not. An individual meeting the SOI's Professional Qualification Standards for Architectural History or Historic Architecture must make these determinations in order to comply with the NHPA.

The SOI Professional Qualification Standards can be found in Appendix L.

### 2.4.1 Internal Coordination

All Federal undertakings on the MCB Camp Pendleton must be coordinated through the ES department. The primary contact in that office is the CRM for MCB Camp Pendleton.

Specialists in the NEPA Section review proposed projects and prepare categorical exclusions or notify the CRMP when a project must be reviewed. The CRM will determine if the undertaking falls within the scope and is applicable under the Streamlined Section 106 PA. If the undertaking does, the CRM shall determine

the APE and the CRM or CRS staff will investigate whether or not an adequate survey has been performed in each project's APE (see Stipulation III.B of the MCB CPEN PA in Appendix D). The CRM utilizes the information in the PAMS module to obtain information on planned projects that may affect cultural resources during the early planning phase. In the event cultural resources are identified in an undertaking's APE, the CRM will follow the procedures for identified in the MCB CPEN PA in Appendix D Stipulation III.B for identification of historic properties, Stipulation III.C for evaluation of historic properties, and Stipulation III.D for Implementation. All cultural resources will be afforded the same level of protection as that specified under the NHPA and the ARPA for NRHP purposes until qualified professionals conduct a formal evaluation. Cultural resources that are determined to not be NRHP-eligible, that have no known Native American sacred association, or are not otherwise identified as Traditional Cultural Properties will not be afforded further protection.

In the event an undertaking may adversely affect a site that has been listed on the NRHP or recommended as NRHP-eligible and the effect cannot be avoided then the Streamlined Section 106 PA would not apply and the installation would need to follow the normal Section 106 process under 36 CFR 800 (Figure 14). An agreement document (separate MOA or PA) would need to be executed and implemented through historic properties treatment plans. The agreement documents would be subject to Section 106 consultation with ACHP, the California SHPO, Tribes, other consulting parties and the public in accordance with Section 106 of the NHPA. Several internal stakeholders must regularly coordinate with the CRM, including:

- Public Works
- FMD
- FSC
- G3/5 (Ops and Training)
- MCCS

## **2.4.2 External Coordination (Agencies and Stakeholders) Overview**

The Marine Corps has the responsibility to consult with internal and external stakeholders on a regular basis (MCO P5090.2A Ch. 3, 8104.4). Coordination with the SHPO, the ACHP, and other stakeholders and parties is described in this section.

### **California State Historic Preservation Officer Consultation**

The SHPO coordinates state participation in the implementation of the NHPA and is a key participant in the Section 106 process. The role of the SHPO is to consult with and assist MCB Camp Pendleton when identifying historic properties, assessing effects upon them, and considering alternatives to avoid or reduce those effects. The SHPO reflects the interests of California and its citizens in the preservation of their cultural heritage, and helps MCB Camp Pendleton identify those persons interested in an undertaking and its effects upon historic properties. Under the normal Section 106 process (36 CFR 800), if the SHPO does not respond within 30 days of receipt of a written request for a review of a finding or determination, MCB Camp Pendleton may either proceed to the next step of the process based on the finding or determination, or consult with the ACHP in lieu of the SHPO (36 CFR 800.3[4]). All "undertakings" at MCB Camp Pendleton that fall under Section 106 must be coordinated with the SHPO, unless stipulated otherwise in the Streamlined Section 106 PA (see the MCB CPEN PA in Appendix D). An "undertaking" is defined as:

... a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; those requiring a Federal permit, license or approval; and those subject to State or local regulation administered pursuant to a delegation or approval by a Federal agency [36 CFR 800.16(y)].



# Section 106 of NHPA Flowchart



Figure 14. Section 106 flowchart.

Undertakings that do not fit within the scope and applicability of the Streamlined Section 106 PA and/or have the potential to adversely affect a historic property require separate Section 106 consultation and compliance with 36 CFR 800.

SHPO consultation is also required for eligibility determinations made as part of Section 110 compliance and in the development of PAs. It is preferable for the SHPO to review ICRMPs, although this is not regulatory responsibility.

### **Advisory Council on Historic Preservation Consultation**

The ACHP may participate in the Section 106 consultation process, if invited, or if comments are requested from any consulting party. Upon such request, the ACHP has 15 days in which to respond as to whether it will participate, and if it does so, it has 45 days to provide comment. Additionally, copies of all agreements are to be provided to the ACHP. The Council's office address is: ACHP, 401 F Street NW, Suite 308, Washington, DC 20001-2637.

### **Tribal Consultation**

Each time an undertaking is proposed, Section 106 of the NHPA requires a consultation communication with the Native American tribes claiming ancestral use of MCB Camp Pendleton lands. Accordingly, MCB Camp Pendleton, the SHPO, and the ACHP should be sensitive to the special concerns of Native American tribes in historic preservation issues, which often extend beyond Native American lands to other historic properties (43 CFR 10, U.S.C. 1996-1996a, EO 13007, EO 13084, EO 13175, SECNAV Instruction 11010.14 and 11010.14A). When an undertaking will affect traditional or historic territories of Native American tribes, MCB Camp Pendleton must invite the governing body of the tribes to be a consulting party and to concur in any formal agreements. When an undertaking may affect properties of historic value to a non-Federally recognized Native American tribe on non-Native American lands, the consulting parties shall afford such tribe the opportunity to participate as consulting parties or interested person (see Attachment E of the MCB CPEN PA in Appendix D). Traditional cultural leaders and other Native Americans are considered to be interested persons with respect to undertakings that may affect historic properties of significance to such persons.

To facilitate the consultation process, consultations are delegated to the CRM by the Commanding General. Tribes included in the process are listed in Section 1.4. Native American consultation is discussed in more detail in Section 2.7, SOP No. 3, and Attachment F of the MCB CPEN PA in Appendix D.

### **Stakeholder Consultation**

Stakeholder organizations that may act in an advisory role are contacted when a proposed undertaking may interest them (36 CFR 800.3[f]). At MCB Camp Pendleton, external stakeholders may include:

- San Diego County Archaeological Society
- Camp Pendleton Historical Society
- Oceanside Historical Society
- Fallbrook Historical Society
- California State Parks
- California Office of Historic Preservation
- National Historic Landmarks Program (National Park Service)
- Associated Native American Tribes

Additional stakeholders that could be included as relevant include Caltrans, Amtrak, NCTD, and Cal Edison.

## Public Participation

MCB Camp Pendleton should take into account the views of the public on historic preservation questions and encourage maximum public participation in the Section 106 process (36 CFR 800.3[e]). MCB Camp Pendleton and the SHPO should seek and consider the views of the public when taking steps to identify historic properties, evaluate effects, and develop alternatives. Public participation in the Section 106 process may be fully coordinated with, and satisfied by, public participation programs carried out at MCB Camp Pendleton under the authority of the NEPA and other pertinent statutes. Notice to the public under these statutes should adequately inform the public of preservation issues in order to elicit public view on such issues that can then be considered and resolved, when possible, in decision-making. Members of the public with interests in an undertaking and its effects on historic properties should be given reasonable opportunity to have an active role in the Section 106 process.

## 2.5 TRIBAL CONSULTATION PROGRAM

USMC will seek information and advice from tribal governments through government-to-government consultation. The USMC will provide the Native American tribe a reasonable opportunity to identify its concerns about historic properties as well as identification and evaluation of historic properties including those of traditional religious and cultural importance and an undertaking's potential effects on such properties and measures to avoid adverse effects.

### 2.5.1 Status of Consultation

Native American consultation and coordination is undertaken at MCB Camp Pendleton in the spirit of the 1994 Executive Order on government-to-government relations with Native American tribal governments. Consultation follows the requirements set forth in the NHPA, Secretary of the Navy Instruction 11010.14, and DoD American Indian and Alaska Native Policy. Consultation is conducted with Federally recognized tribes (identified in Section 1.4) on a government-to-government basis. Non-Federally recognized tribes are consulted as interested parties and as consulting parties as defined in NHPA. MCB Camp Pendleton routinely works with these Tribes for NEPA, NHPA, and NAGPRA compliance.

The Streamlined Section 106 PA for MCB Camp Pendleton establishes tribal Consultation Protocol for the Tribes that are invited to sign the PA (Attachment F of the MCB CPEN PA in Appendix D). To facilitate the consultation process, consultations are delegated to the Installation CRM by the Base Commander. Tribal consultation will be conducted through meetings, submittal of reports, email, phone conversations, and official correspondence.

- A. **Quarterly Reports.** USMC will prepare and submit Quarterly Reports summarizing all undertakings implemented within the quarter (a three-month period beginning 1 October through 30 September) and any planned undertakings for the following quarter. Tribes will be requested to provide comments within two weeks of receipt. The content of the Quarterly Report will be the same as the Annual Report as summarized in Stipulation VII.B of the PA.
- B. **Semi-Annual Consultation Meetings.** Tribal consultation meetings will be held every six months (semi-annually) at a minimum. Meeting minutes will be taken and distributed within two weeks of the consultation meeting via email. If agreed to by the invited Signatories, concurring parties of non-Federally recognized tribes will also be invited to participate in these meetings.
- C. **Native American (Tribal) Monitoring.** When an undertaking is determined to require monitoring: 1) due to the nature of the undertaking and the APE includes an archaeological sensitive area, as defined in Stipulation IV.D; or 2) requires implementation of protection measures, per Attachment D Standard Resource Protection Measures, to avoid adverse effect; and/or 3) as a result of tribal



consultation, monitoring will be required by a professional archaeologist and Native American (tribal) monitor to avoid adverse effects or facilitate possible discovery of potential historic properties (post-review discovery).

- D. **Tribal Monitors.** Tribal monitors are designated as monitors by tribes (Invited Signatories) due to their specialized knowledge in religious and cultural significance for the tribe that they represent.

MCB Camp Pendleton also has an executed NAGPRA Comprehensive Agreement developed in consultation with the Luiseño and Kumeyaay tribes which allows the installation to consult on inadvertent discoveries through an established mutually agreeable standard process so that discoveries are treated respectfully with reduced impacts to the mission or projects (Appendix J). The agreement outlines the steps and procedures to be followed whenever an inadvertent discovery, or intentional excavation, of human remains, funerary objects, sacred objects, or objects of cultural patrimony results from land management activities occurring within the boundaries of MCB Camp Pendleton.

## 2.5.2 Development of the ICRMP and ICRMP Updates

Data required for the preparation of this ICRMP update was solicited and obtained from a number of Native American tribes near MCB Camp Pendleton. The Native American Tribes contacted are identified in Section 1.4, and the contact record is located in Appendix A.

## 2.5.3 Ongoing CRM Responsibilities

Consultation and coordination shall be conducted openly and in good faith, through meetings, submittal of reports, email, phone conversations, and official correspondence. MCB Camp Pendleton shall regularly update official points of contact prior to initiating consultation with all tribal governments who may have an interest in the matter (see Appendix A). Based on the location of MCB Camp Pendleton, interaction with representatives of the Luiseño and Juaneño tribal groups comprises the most typical consultation.

Evidence of notification and consultation (or the failure of such efforts) are documented and maintained in the environmental documentation for projects. Consultation is narrowly focused on the proposed MCB Camp Pendleton action to concentrate on specific description of the places and/or values that are at issue and potential management strategies to be used in order to avoid or minimize impacts to Native American cultural and religious values and practices.

## 2.6 TRAINING AND PUBLIC OUTREACH

### 2.6.1 Training

To enhance the integration of cultural resources issues into the planning process and to improve the manner in which cultural resources support the mission of MCB Camp Pendleton, the CRM must facilitate awareness training for facility managers, training staff, field commanders and their units, maintenance staff, and others who may encounter cultural resources. Training subjects can include introduction to cultural resources regulations and management, identification of cultural resources, and explanation of SOPs. Training for non-environmental personnel is crucial to ensure a successful cultural resources management program, compliance with environmental laws and policies, and protection of cultural resources.

In 2012, MCB Camp Pendleton established a CETEP (Base Order 5090.6). The Commanding General through the ES office is responsible for developing and overseeing CETEP. CETEP supports the Marine Corps goal of full compliance with all environmental requirements and Marine Corps pollution prevention goals. The program intends to eliminate environmental deficiencies and violations through proper environmental training of personnel. ES staff will develop and distribute training curriculum to major tenant

commands and certify unit instructions through Train-the-Trainer classes. Cultural resources training will be part of the Natural Resource Stewardship Training and Education curriculum, and implementation of this training program is a goal of this ICRMP.

### **2.6.2 Public Outreach**

Public outreach is a proactive method of partnering with interested parties to achieve long-range goals and solicit cultural resources program support. There are currently two publicly accessible (with advance coordination) museums/historic sites on MCB Camp Pendleton: the Santa Margarita Ranch House and the Marine Corps Mechanized Museum. Both provide an excellent opportunity for the public to connect with MCB Camp Pendleton and promote awareness of important installation cultural resources.

One of the CRMP goals is increased public outreach to provide further possibilities for members of the public to learn about cultural resource activities conducted under the jurisdiction of the MCB Camp Pendleton. To reach that goal, MCB Camp Pendleton is developing an environmental education and cultural resource awareness program to broaden the exposure of base personnel, staff, and the public about heritage values, the fragile quality of historic properties, and the importance of preserving them. This public outreach plan will first identify internal and external target audiences as well as identify cultural resources themes that will focus interpretation and education materials on specific topics that are most important to the target audience. A public outreach effort including a Cultural Resources webpage as part of the official Installation Marine Corps public website will be part of this program. The public outreach plan will identify and recommend various interpretation and education methods, including heritage tourism and heritage education, and seek partnerships and cooperative PAs. This plan will include a 5-year implementation strategy with goals and objectives, identify specific actions needed to achieve these goals, and prioritize and evaluate future decisions on public outreach.

#### **Santa Margarita Ranch House National Historic Site**

The Santa Margarita Ranch House National Historic Site is one of two museums/historic sites open to the public on MCB Camp Pendleton. The complex includes the Ranch House Chapel, the oldest structure on base, the Bunkhouse Museum, dedicated in 1978 by Col James Roosevelt, and the Ranch House, built in the mid-1800s. This was the home of Pio Pico, the last governor of Mexican California, and succeeding owners Don Juan Forster, the O'Neills, the Floods, the Baumgartners and, finally, United States Marine Corps Commanding Generals. Historic artifacts at the complex document prehistory through the Mission and Rancho periods and the 1942 purchase of Camp Pendleton and reflect the WWII and the Korean War. Exhibits include early ranch equipment, photographs of President Roosevelt's historic visit, antiques donated by Anthony Quinn during the filming of "Guadalcanal Diary" in 1943, and early base history, including SSgt Reckless and the Mounted Color Guard. Because of security requirements for the installation, advance reservations must be made to visit this site, and identification and confirmation must be provided to enter the base.

#### **Marine Corps Mechanized Museum**

Located in Building 2612 on Vandegrift Blvd. at the base of Rattlesnake Canyon, this museum of working Marine Corps transport and battle vehicles interprets the history of Marine usage since 1942. The collection includes a large selection of Vietnam and Desert Storm-era vehicles and a Vietnamese road marker from the road to Hue City. Because of security requirements for the installation, advance reservations must be made to visit this site, and identification and confirmation must be provided to enter the base.

#### **Camp Pendleton Historical Society**

The Camp Pendleton Historical Society is a non-profit organization dedicated to preserving and broadcasting the rich and colorful history of the land that is now Camp Pendleton. This organization operates independently from MCB Camp Pendleton and contributes to available public outreach

opportunities. Their interests span the entire history of the region to include prehistoric times, Native American culture, the Spanish mission era, the rancho story, and, finally, Marine Corps ownership since 1942. The organization supports various historical restoration projects and other historical programs at MCB Camp Pendleton.

## **2.7 CURATION**

Curation of artifacts is a significant issue for most Federal agencies. In accordance with MCO P5090.2A Ch. 3, Chapter 8, curation is the management and preservation of an archaeological collection, including all associated documentation, according to professional museum and archival practices to insure long-term care and protection of that collection. The overall goal of the Federal curation program is to ensure the preservation and accessibility of cultural resource collections and documents for use by members of the public interested in the archaeology and history of the region. The installation Commander must ensure that all archaeological collections and associated records, as defined in P5090.2A Chapter 2, part 79.4(a) of reference (h), are processed, maintained, and preserved. Associated Records shall be maintained and preserved per reference (i), SSIC 5750.2.

Collections from Federal lands should be deposited in a repository that meets the standards outlined in MCO P5090.2A Ch. 3, Chapter 8 to ensure that they will be safeguarded and permanently curated in accordance with Federal guidelines. A curation facility is specifically designed to serve as a physical repository where collections and records are sorted, repackaged, assessed for conservation needs, and then placed in an appropriate, environmentally controlled, secure storage area.

MCB Camp Pendleton has a contract with the San Diego Archaeological Center (SDAC) via NAVFAC SW for the curation of material recovered from surface collection and excavation activities. MCB Camp Pendleton was the first agency to curate artifacts and records with the SDAC, leading the way for other Federal, state, and local agencies to house their collections at this facility. MCB Camp Pendleton houses more than 1032 cubic feet of artifacts and 154 linear feet of records at this facility at an annual cost of less than the equivalent of one staff person. The SDAC fully complies with 36 CFR 79. By curating the artifacts and records at the facility, they are easily accessible for continuing study by qualified researchers and tribal members.

Material must be cataloged, labeled, and packaged for storage in accordance with the current Federal regulation and requirements of the SDAC, including the following:

- all notes and field forms must be copied on acid-free paper and stored in acid-free file boxes
- all photographs must be logged and stored in acid-free photographic sleeves
- all artifacts and ecofacts must be catalogued, accession numbered, or tagged and stored in acid-free containers
- all material must be stored in a secure and locked facility

All new projects will be required to use the curation facility and to budget for a minimum of 10 years' curation. Periodic/annual reports/updates of stored inventory will be provided to MCB Camp Pendleton and be accessible upon request.

## **2.8 INFORMATION RESTRICTIONS**

A database known as CPAG was developed in 1999 to track and access GIS site data for MCB Camp Pendleton. This database has been expanded and now allows the CRM to track and search information fields for archaeological sites, historic structures and buildings, cultural resource reports, and site status. It is updated quarterly by a GIS contractor working at the installation. CPAG data is provided to installation

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GIS authoritative database through Geofidelis Online. CPAG data has been retained and migrated to the new Geofidelis Data Model 3.0.0.1 as a Cultural\_Resources feature dataset in approved MCB and MCAS Camp Pendleton Data Dictionary 3.0.0.1. Access to archaeological site location data is restricted. Locational information of all archaeological sites included in CPAG is confidential in accordance with Section 304 of the NHPA and Article 9 of the ARPA. MCB Camp Pendleton also requires all contractors performing CRM studies with the installation to follow digital data guidelines as outlined in SOP No. 8.

### **3. STANDARD OPERATING PROCEDURES**

As indicated in Chapter 1, MCB Camp Pendleton is responsible for compliance with a wide range of laws, regulations, policies, and directives related to cultural resources. This chapter addresses procedures at the MCB Camp Pendleton to support the installation's compliance with these requirements. In general, the NHPA and its implementing regulations (36 CFR 800) are the most frequently applicable requirements. Because the laws and regulations form the basis of most day-to-day cultural resources compliance activities, they are discussed in more detail following the applicable SOPs. This chapter also includes guidance for meeting other requirements, including compliance with NAGPRA, ARPA, and the treatment and curation of archaeological collections.

ES and the CRM are the delegated representatives for the Commanding Officer ("Agency Official") for coordination and consultation with outside entities, including the SHPO, Native American tribes, local governments, and other interest groups for cultural resource management (MCO P5090.2A Ch. 3, para. 8302.6). With minor exceptions, all actions that could result in impacts to cultural resources are reviewed during the project review process, which also ensures compliance with NEPA and other environmental requirements. Other MCB Camp Pendleton departments, notably Public Works, FMD, FSC, G3/5, and MCCA, play important roles for the planning and execution of activities and projects on the MCB Camp Pendleton. When needed, archaeological staff from other Marine Corps installations and NAVFAC Southwest can provide additional, professional support. NAVFAC can also provide cultural resources contract support as needed.





### 3.1 SOP NO. 1: STREAMLINED SECTION 106 REVIEW PROCESS PER INSTALLATION PA

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To outline the steps to comply with the NHPA Section 106 review process per the installation PA.

**Application:** This SOP applies to projects that have been defined as undertakings under 36 CFR 800 and are subject to the installation PA. An undertaking is:

a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; those requiring a Federal permit, license or approval; and those subject to State or local regulation administered pursuant to a delegation or approval by a Federal agency [36 CFR 800.16 (y)].

If a project, or undertaking, has the potential to affect a historical property, then Section 106 review is required. This SOP relates to the identification and evaluation of historic properties for individual undertakings, assessing the effects of such undertakings, and resolving potentially adverse effects for those projects subject to the installation PA.

#### References:

- Final Streamlined Section 106 PA: Process for Compliance with Section 106 of the NHPA for Undertakings on MCB Camp Pendleton, August 2014 executed December 2014
- National Historic Preservation Act of 1966, as amended
- 36 CFR 800, *Secretary of the Interior's Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8202.2b
- ACHP Policy Statement Regarding Treatment of Burial Sites, Human Remains, and Funerary Objects

#### Procedures:

- 1) Project proponent submits project information into PAMS module;
- 2) NEPA Section reviews project and notifies the CRMP in PAMS if there are potential impacts to cultural resources and a project must be reviewed by their office;
- 3) CRM or cultural resources staff reviews the project and defines the APE and identifies historic properties per Stipulation III. B. Identification of historic properties will be based on results of previously conducted surveys that are determined adequate by the CRM or by intensive survey per Stipulation III.B (2) and Stipulation III.B (4)(c). Documentation of recorded sites and survey reports shall follow Stipulations III.B (5) and (6).
- 4) Under Stipulation III.C the CRM will determine if cultural resources in the APE have already been evaluated for the National Register with SHPOs agreement. If cultural resources have not been previously evaluated, then the CRM will evaluate them (Stipulation III.C (1)) or assume that they are eligible for the purpose of the undertaking (Stipulation III.C (2)). For undertakings with historic

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properties (assumed or evaluated) in the APE, the CRM will apply Standard Resource Protection Measures listed in Attachment D of the PA to avoid adverse effects. If an undertaking cannot avoid historic properties, then the USMC shall comply with 36 CFR Part 800 for undertakings that may adversely affect historic properties.

- 5) CRM determines if the undertaking can be implemented under Stipulation III.D (1-3) of the PA, or if the undertaking is among the classes of undertakings exempt from further review (Attachment C of the PA), or the undertaking requires compliance with 36 CFR Part 800 per Stipulation III.D (4) of the PA. If so, then SOP No. 2 will be followed.
- 6) The Planning Branch is notified via PAMS of the following:
  - If the PA applies to the undertaking,
  - if consultation with SHPO and the tribes is necessary for an NRHP determination prior to project implementation,
  - if the undertakings APE requires intensive survey,
  - if project modifications are necessary to avoid historic properties,
  - if Standard Resource Projection Measures are necessary,
  - inspections or monitoring is required.
- 7) CRM approves all comments
- 8) If avoidance through project redesign is required, the CRM works with the project proponent to define a new APE, identify historic properties within that APE, and identify any historic properties that are affected;
- 9) If avoidance is not feasible, the CRM consults with the SHPO and other parties to avoid or mitigate adverse effects. Consultation is initiated with the SHPO via certified return receipt letter. This communication describes the proposed project, identifies and explains the APE, describes consultation with local tribes and other parties who may be entitled or interested in participating, provides details concerning the process used to identify historic properties, and outlines public involvement, following the MCB Camp Pendleton's NEPA public notification process. The SHPO has 30 days to respond and comment. If the SHPO fails to comment within 30 days, a second notification by certified return receipt letter is sent, outlining the steps and procedures that were followed to satisfy the requirements of Section 106;
- 10) The CRM or cultural resources staff fill out the PA tracking sheet once review of the project is complete.
- 11) A list of these undertakings shall be submitted with the Annual Report for review pursuant to Stipulation VII.A of the PA.

## 3.2 SOP NO. 2: SECTION 106 REVIEW PROCESS (36 CFR 800)

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To outline the steps to comply with the NHPA Section 106 review process for instances where the USMC cannot use the Streamlined Section 106 PA. If the CRM determine that historic properties are present within an undertaking's APE and would be affected by an undertaking, and the Standard Resource Protection Measures (pursuant to Stipulation III.D(3)) contained in Attachment D of the MCB CPEN PA in Appendix D cannot or will not be implemented, then USMC shall follow 36 CFR 800.4-800.6 to identify and evaluate historic properties, assess effect, and resolve any adverse effects through the development of a Memorandum of Agreement.

**Application:** This SOP applies to projects that have been defined as undertakings under 36 CFR 800. An undertaking is:

a project, activity, or program funded in whole or in part under the direct or indirect jurisdiction of a Federal agency, including those carried out by or on behalf of a Federal agency; those carried out with Federal financial assistance; those requiring a Federal permit, license or approval; and those subject to State or local regulation administered pursuant to a delegation or approval by a Federal agency [36 CFR 800.16(y)].

If a project, or undertaking, has the potential to affect a historical property, then Section 106 review is required. This SOP relates to the identification and evaluation of historic properties for individual undertakings, assessing the effects of such undertakings, and resolving potentially adverse effects for those projects which do not fit within the scope and applicability of installation Streamlined Section 106 PA.

### References

- National Historic Preservation Act of 1966, as amended
- 36 CFR 800, *Secretary of the Interior's Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8202.2
- ACHP Policy Statement Regarding Treatment of Burial Sites, Human Remains. and Funerary Objects

### Procedures

- 1) Project proponent submits project information into PAMS module;
- 2) NEPA Section reviews project and notifies the CRMP in PAMS if there are potential impacts to cultural resources and a project must be reviewed by their office;
- 3) CRM reviews project and determines if Section 106 review per 36 CFR 800 is required, then the CRM makes comments to this effect in the NEPA PAMS module and initiates consultation per the Section 106 process (36 CFR 800.3-6), as applicable;

**Background:** The following discussion describes, in more detail, the responsibilities, procedures, and steps required by the implementing regulations for the Section 106 NHPA consultation process (36 CFR 800).

### **36 CFR 800.2: Participants in the Section 106 Process**

Agency official. “It is the statutory obligation of the Federal agency to fulfill the requirements of Section 106 and to ensure that an agency official with jurisdiction over an undertaking takes legal and financial responsibility for Section 106 compliance in accordance with subpart B of this part. The agency official has approval authority for the undertaking and can commit the Federal agency to take appropriate action for a specific undertaking as a result of Section 106 compliance” (36 CFR 800.2a).

Responsibilities include ensuring that actions taken by employees or contractors meet professional standards and that consulting parties are involved in making findings and determinations.

Advisory Council on Historic Preservation (Council or ACHP). “The Council issues regulations to implement Section 106, provides guidance and advice on the application of the procedures in this part, and generally oversees the operation of the Section 106 process. The Council also consults with and comments to agency officials on individual undertakings and programs that affect historic properties” (36 CFR 800.2b).

At its option, the ACHP may determine that its involvement in specific reviews is necessary. Participants and stakeholders in the Section 106 process may seek assistance from the ACHP.

Consulting parties. “The following parties have consultative roles in the Section 106 process:

State Historic Preservation Officer.

- (i) The SHPO reflects the interests of the State and its citizens in the preservation of their cultural heritage. In accordance with section 101(b)(3) of the act, the SHPO advises and assists Federal agencies in carrying out their Section 106 responsibilities and cooperates with such agencies, local governments and organizations and individuals to ensure that historic properties are taking into consideration at all levels of planning and development.
- (ii) If an Indian tribe has assumed the functions of the SHPO in the Section 106 process for undertakings on tribal lands, the SHPO shall participate as a consulting party if the undertaking takes place on tribal lands but affects historic properties off tribal lands, if requested in accordance with § 800.3(c)(1), or if the Indian tribe agrees to include the SHPO pursuant to § 800.3(f)(3).

Indian tribes and Native Hawaiian organizations.

- (i) Consultation on tribal lands.
  - (A) Tribal historic preservation officer. For a tribe that has assumed the responsibilities of the SHPO for Section 106 on tribal lands under section 101(d)(2) of the act, the tribal historic preservation officer (THPO) appointed or designated in accordance with the act is the official representative for the purposes of Section 106. The agency official shall consult with the THPO in lieu of the SHPO regarding undertakings occurring on or affecting historic properties on tribal lands.
  - (B) Tribes that have not assumed SHPO functions. When an Indian tribe has not assumed the responsibilities of the SHPO for Section 106 on tribal lands under section 101(d)(2) of the act, the agency official shall consult with a representative designated by such Indian tribe in addition to the SHPO regarding undertakings



occurring on or affecting historic properties on its tribal lands. Such Indian tribes have the same rights of consultation and concurrence that the THPOs are given throughout subpart B of this part, except that such consultations shall be in addition to and on the same basis as consultation with the SHPO.

- (ii) Consultation on historic properties of significance to Indian tribes and Native Hawaiian organizations.

Section 101(d)(6)(B) of the act requires the agency official to consult with any Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to historic properties that may be affected by an undertaking. This requirement applies regardless of the location of the historic property. Such Indian tribe or Native Hawaiian organization shall be a consulting party.

(A) The agency official shall ensure that consultation in the Section 106 process provides the Indian tribe or Native Hawaiian organization a reasonable opportunity to identify its concerns about historic properties, advise on the identification and evaluation of historic properties, including those of traditional religious and cultural importance, articulate its views on the undertaking's effects on such properties, and participate in the resolution of adverse effects. It is the responsibility of the agency official to make a reasonable and good faith effort to identify Indian tribes and Native Hawaiian organizations that shall be consulted in the Section 106 process. Consultation should commence early in the planning process, in order to identify and discuss relevant preservation issues and resolve concerns about the confidentiality of information on historic properties.

(B) The Federal Government has a unique legal relationship with Indian tribes set forth in the Constitution of the United States, treaties, statutes, and court decisions. Consultation with Indian tribes should be conducted in a sensitive manner respectful of tribal sovereignty. Nothing in this part alters, amends, repeals, interprets or modifies tribal sovereignty, any treaty rights, or other rights of an Indian tribe, or preempts, modifies or limits the exercise of any such rights.

(C) Consultation with an Indian tribe must recognize the government-to-government relationship between the Federal Government and Indian tribes. The agency official shall consult with representatives designated or identified by the tribal government or the governing body of a Native Hawaiian organization. Consultation with Indian tribes and Native Hawaiian organizations should be conducted in a manner sensitive to the concerns and needs of the Indian tribe or Native Hawaiian organization.

(D) When Indian tribes and Native Hawaiian organizations attach religious and cultural significance to historic properties off tribal lands, section 101(d)(6)(B) of the act requires Federal agencies to consult with such Indian tribes and Native Hawaiian organizations in the Section 106 process. Federal agencies should be aware that frequently historic properties of religious and cultural significance are located on ancestral, aboriginal, or ceded lands of Indian tribes and Native Hawaiian organizations and should consider that when complying with the procedures in this part.

(E) An Indian tribe or a Native Hawaiian organization may enter into an agreement with an agency official that specifies how they will carry out responsibilities under this part, including concerns over the confidentiality of information. An agreement may cover all aspects of tribal participation in the Section 106 process, provided that no modification may be made in the roles of other parties to the Section 106 process without their consent. An agreement may grant the Indian tribe or Native Hawaiian organization additional rights to participate or concur in agency decisions in the Section 106 process beyond

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those specified in subpart B of this part. The agency official shall provide a copy of any such agreement to the Council and the appropriate SHPOs.

(F) An Indian tribe that has not assumed the responsibilities of the SHPO for Section 106 on tribal lands under section 101(d)(2) of the act may notify the agency official in writing that it is waiving its rights under §800.6(c)(1) to execute an MOA.

Representatives of local governments.

A representative of a local government with jurisdiction over the area in which the effects of an undertaking may occur is entitled to participate as a consulting party. Under other provisions of Federal law, the local government may be authorized to act as the agency official for purposes of Section 106.

Applicants for Federal assistance, permits, licenses and other approvals.

An applicant for Federal assistance or for a Federal permit, license or other approval is entitled to participate as a consulting party as defined in this part. The agency official may authorize an applicant or group of applicants to initiate consultation with the SHPO/THPO and others but remains legally responsible for all findings and determinations charged to the agency official. The agency official shall notify the SHPO/THPO when an applicant or group of applicants is so authorized. A Federal agency may authorize all applicants in a specific program pursuant to this section by providing notice to all SHPO/THPOs. Federal agencies that provide authorizations to applicants remain responsible for their government-to-government relationships with Indian tribes.

Additional consulting parties.

Certain individuals and organizations with a demonstrated interest in the undertaking may participate as consulting parties due to the nature of their legal or economic relation to the undertaking or affected properties, or their concern with the undertaking's effects on historic properties.” (36 CFR 800.2c)

The public.

Nature of involvement.

The views of the public are essential to informed Federal decision-making in the Section 106 process. The agency official shall seek and consider the views of the public in a manner that reflects the nature and complexity of the undertaking and its effects on historic properties, the likely interest of the public in the effects on historic properties, confidentiality concerns of private individuals and businesses, and the relationship of the Federal involvement to the undertaking.

Providing notice and information.

The agency official must, except where appropriate to protect confidentiality concerns of affected parties, provide the public with information about an undertaking and its effects on historic properties and seek public comment and input. Members of the public may also provide views on their own initiative for the agency official to consider in decision-making.

Use of agency procedures.

“The agency official may use the agency's procedures for public involvement under the National Environmental Policy Act or other program requirements in lieu of public

involvement requirements in subpart B of this part, if they provide adequate opportunities for public involvement consistent with this subpart.” (36 CFR 800.2d)

### **36 CFR 800.3: Initiating the Section 106 Process**

(a) Establish undertaking. The agency official shall determine whether the proposed Federal action is an undertaking as defined in § 800.16(y) and, if so, whether it is a type of activity that has the potential to cause effects on historic properties.

No potential to cause effects. If the undertaking is a type of activity that does not have the potential to cause effects on historic properties, assuming such historic properties were present, the agency official has no further obligations under Section 106 or this part.

Program alternatives. If the review of the undertaking is governed by a Federal agency program alternative established under § 800.14 or a programmatic agreement in existence before January 11, 2001, the agency official shall follow the program alternative.

(b) Coordinate with other reviews. The agency official should coordinate the steps of the Section 106 process, as appropriate, with the overall planning schedule for the undertaking and with any reviews required under other authorities such as the National Environmental Policy Act, the Native American Graves Protection and Repatriation Act, the American Indian Religious Freedom Act, the Archeological Resources Protection Act and agency-specific legislation, such as section 4(f) of the Department of Transportation Act. Where consistent with the procedures in this subpart, the agency official may use information developed for other reviews under Federal, State, or tribal law to meet the requirements of Section 106. (36 CFR 800.3a-b)

(e) Plan to involve the public. In consultation with the SHPO/THPO, the agency official shall plan for involving the public in the Section 106 process. The agency official shall identify the appropriate points for seeking public input and for notifying the public of proposed actions, consistent with § 800.2(d).

(f) Identify other consulting parties. In consultation with the SHPO/THPO, the agency official shall identify any other parties entitled to be consulting parties and invite them to participate as such in the Section 106 process. The agency official may invite others to participate as consulting parties as the Section 106 process moves forward.

Involving local governments and applicants. The agency official shall invite any local governments or applicants that are entitled to be consulting parties under § 800.2(c).

Involving Indian tribes and Native Hawaiian organizations. The agency official shall make a reasonable and good faith effort to identify any Indian tribes or Native Hawaiian organizations that might attach religious and cultural significance to historic properties in the area of potential effects and invite them to be consulting parties. Such Indian tribe or Native Hawaiian organization that requests in writing to be a consulting party shall be one.

Requests to be consulting parties. The agency official shall consider all written requests of individuals and organizations to participate as consulting parties and, in consultation with the SHPO/THPO and any Indian tribe upon whose tribal lands an undertaking occurs or affects historic properties, determine which should be consulting parties. (36 CFR 800.3e-f)

### **36 CFR 800.4: Identify Historic Properties**

(a) Determine scope of identification efforts. In consultation with the SHPO, the agency official shall:

Determine and document the area of potential effects as defined in § 800.16(d);

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Review existing information on historic properties within the area of potential effects, including any data concerning possible historic properties not yet identified;  
Seek information, as appropriate, from consulting parties, and other individuals and organizations likely to have knowledge of, or concerns with, historic properties in the area and identify issues relating to the undertaking's potential effects on historic properties; and  
Gather information from any Indian tribe or Native Hawaiian organization identified pursuant to § 800.3(f) to assist in identifying properties, including those located off tribal lands, which may be of religious and cultural significance to them and may be eligible for the NRHP, recognizing that an Indian tribe or Native Hawaiian organization may be reluctant to divulge specific information regarding the location, nature, and activities associated with such sites. The agency official should address concerns raised about confidentiality pursuant to § 800.11(c).

(b) Identify historic properties. Based on the information gathered under paragraph (a) of this section, and in consultation with the SHPO/THPO and any Indian tribe or Native Hawaiian organization that might attach religious and cultural significance to properties within the area of potential effects, the agency official shall take the steps necessary to identify historic properties within the area of potential effects (36 CFR 800.4a-b).

(c) Evaluate historic significance.

Apply NRHP criteria. In consultation with the SHPO/THPO and any Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to identified properties and guided by the Secretary's standards and guidelines for evaluation, the agency official shall apply the NRHP criteria (36 CFR 63) to properties identified within the area of potential effects that have not been previously evaluated for NRHP eligibility. The passage of time, changing perceptions of significance, or incomplete prior evaluations may require the agency official to reevaluate properties previously determined eligible or ineligible. The agency official shall acknowledge that Indian tribes and Native Hawaiian organizations possess special expertise in assessing the eligibility of historic properties that may possess religious and cultural significance to them.

Determine whether a property is eligible. If the agency official determines any of the NRHP criteria are met and the SHPO/THPO agrees, the property shall be considered eligible for the NRHP for Section 106 purposes. If the agency official determines the criteria are not met and the SHPO/THPO agrees, the property shall be considered not eligible. If the agency official and the SHPO/THPO do not agree, or if the Council or the Secretary so request, the agency official shall obtain a determination of eligibility from the Secretary pursuant to 36 CFR 63. If an Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to a property off tribal lands does not agree, it may ask the Council to request the agency official to obtain a determination of eligibility (36 CFR 800.4c).

(d) Results of identification and evaluation.

No historic properties affected. If the agency official finds that either there are no historic properties present or there are historic properties present but the undertaking will have no effect upon them as defined in § 800.16(i), the agency official shall provide documentation of this finding, as set forth in § 800.11(d), to the SHPO/THPO. The agency official shall notify all consulting parties, including Indian tribes, and make the documentation available for public inspection prior to approving the undertaking (36 CFR 800.4d.1).

Historic properties affected. If the agency official finds that there are historic properties which may be affected by the undertaking, the agency official shall notify all consulting parties, including Indian

tribes or Native Hawaiian organizations, invite their views on the effects and assess adverse effects, if any, in accordance with § 800.5 (36 CFR 800.4d.2).

### **36 CFR 800.5: Assess Adverse Effects**

(a) Apply criteria of adverse effect. In consultation with the SHPO/THPO and any Indian tribe or Native Hawaiian organization that attaches religious and cultural significance to identified historic properties, the agency official shall apply the criteria of adverse effect to historic properties within the area of potential effects. The agency official shall consider any views concerning such effects which have been provided by consulting parties and the public.

Criteria of adverse effect. An adverse effect is found when an undertaking may alter, directly or indirectly, any of the characteristics of a historic property that qualify the property for inclusion in the NRHP in a manner that would diminish the integrity of the property's location, design, setting, materials, workmanship, feeling, or association. Consideration shall be given to all qualifying characteristics of a historic property, including those that may have been identified subsequent to the original evaluation of the property's eligibility for the NRHP. Adverse effects may include reasonably foreseeable effects caused by the undertaking that may occur later in time, be farther removed in distance, or be cumulative.

Examples of adverse effects. Adverse effects on historic properties include, but are not limited to:

- Physical destruction of or damage to all or part of the property;
- Alteration of a property, including restoration, rehabilitation, repair, maintenance, stabilization, hazardous material remediation, and provision of handicapped access, that is not consistent with the Secretary's standards for the treatment of historic properties (36 CFR 68) and applicable guidelines;
- Removal of the property from its historic location;
- Change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance;
- Introduction of visual, atmospheric or audible elements that diminish the integrity of the property's significant historic features;
- Neglect of a property which causes its deterioration, except where such neglect and deterioration are recognized qualities of a property of religious and cultural significance to an Indian tribe or Native Hawaiian organization; and
- Transfer, lease, or sale of property out of Federal ownership or control without adequate and legally enforceable restrictions or conditions to ensure long-term preservation of the property's historic significance.

Phased application of criteria. Where alternatives under consideration consist of corridors or large land areas, or where access to properties is restricted, the agency official may use a phased process in applying the criteria of adverse effect consistent with phased identification and evaluation efforts conducted pursuant to § 800.4(b)(2).

(b) Finding of no adverse effect. The agency official, in consultation with the SHPO/THPO, may propose a finding of no adverse effect when the undertaking's effects do not meet the criteria of paragraph (a)(1) of this section or the undertaking is modified or conditions are imposed, such as the subsequent review of plans for rehabilitation by the SHPO/THPO to ensure consistency with the Secretary's Standards for the Treatment of Historic Properties (36 CFR 68) and applicable guidelines, to avoid adverse effects.



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(c) Consulting party review. If the agency official proposes a finding of no adverse effect, the agency official shall notify all consulting parties of the finding and provide them with the documentation specified in § 800.11(e). The SHPO/THPO shall have 30 days from receipt to review the finding (36 CFR 800.5a-c).

(d) Results of assessment.

No adverse effect. The agency official shall maintain a record of the finding and provide information on the finding to the public on request, consistent with the confidentiality provisions of § 800.11(c). Implementation of the undertaking in accordance with the finding as documented fulfills the agency official's responsibilities under Section 106 and this part. If the agency official will not conduct the undertaking as proposed in the finding, the agency official shall reopen consultation under paragraph (a) of this section.

Adverse effect. If an adverse effect is found, the agency official shall consult further to resolve the adverse effect pursuant to § 800.6 (36 CFR 800.5d).

#### **36 CFR 800.6: Resolve Adverse Effects**

This section defines the requirements for addressing adverse effects to historic properties. The steps are summarized below and include:

- (1) continued consultation with SHPO and other consulting parties to resolve the adverse effect;
- (2) requirement to notify the ACHP of adverse effect determinations;
- (3) opportunities for the ACHP and other parties to enter the adverse effect consultation;
- (4) requirements to provide the public with information and opportunities to express their views;
- (5) documentation requirements in accordance with 36 CFR 800.11;
- (6) negotiation and execution of a MOA, which is executed between the Agency Official and the SHPO and filed with required documentation with ACHP. Filing and implementation constitute the formal conclusion of the Section 106 process and must occur before the undertaking is approved.

For further details, refer to 36 CFR 800.6.

#### **36 CFR 800.7: Failure to Resolve Adverse Effects**

This section addresses situations when the consulting parties cannot reach agreement. Generally, when consultation is terminated, the ACHP renders advisory comments to the head of the agency, which must be considered when the final agency decision on the undertaking is made. Termination of consultation is an unusual situation and only the head of the agency, SHPO, or ACHP can request that termination of consultation, and only when it is determined that further consultation will not be productive. The ACHP may also recommend further discussion to try to resolve the matter. For further details, refer to 36 CFR 800.7.

#### **36 CFR 800.11: Documentation Standards**

This section requires Agency officials to ensure that adequate documentation is provided for determinations, findings, or agreements to enable reviewers to understand the basis of such determinations, findings, or agreements. It also provides for withholding of sensitive information regarding the location, character, or ownership of historic properties when public disclosure of such information might cause damage to the property, cause an invasion of privacy, or impact the use of a traditional religious site by practitioners. For further details, refer to 36 CFR 800.11.

### 3.3 SOP NO. 3: NATIVE AMERICAN CONSULTATION

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** Provides guidelines for Native American consultation.

**Application:** This SOP applies to communications with Native American groups and individuals regarding cultural resources, and the ways in which their religious and cultural interests can be addressed. Federal requirements, as well as DoD policies, define two primary aspects of consultation with Native Americans: 1) as a government-to-government relationship related to ownership, use, access, and disposal of properties of significance to Native Americans; and 2) as interested parties in consultation pursuant to the NHPA and NEPA. To facilitate efficient consultation, a conciliatory relationship with tribal representatives should be maintained at all times. Addresses of the Tribes typically contacted by MCB Camp Pendleton are provided in Appendix B.

#### References

- Programmatic Agreement Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Undertakings on MCB Camp Pendleton, August 2014, Appendix C
- NHPA and associated regulation (36 CFR 800)
- NAGPRA and associated regulation (43 CFR 10)
- ARPA and associated regulation (36 CFR 67)
- MCO P5090.2A Ch. 3, 8203.2
- DoDI 4710.02, DoD Interactions with Federally Recognized Tribes
- E.O. 13084, *Consultation and Coordination with Indian Tribal Governments*, 14 May 1998
- E.O. 13175, *Consultation and Coordination with Indian Tribal Governments*, 06 November 2000
- White House Memorandum for Heads of Executive Departments and Agencies: *Government-to-Government Relations with Native American Tribal Governments*, 29 April 1994

#### Procedures

- 1) CRM will consult with tribes and interested parties which will have a 30-day review period. Comments from the tribes and interested parties will be incorporated into the SHPO consultation.
- 2) If necessary, CRM will continue consultation with SHPO and tribes to develop mitigation measures through a memorandum of agreement or historic properties treatment plan.
- 3) When SHPO concurrence is received and consultation is complete the ES Planning Branch will be notified and made aware of all conditions of the consultation.

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- 4) Consultation is narrowly focused on the proposed undertaking or discovery;
- 5) A good faith effort to consult with the Native American community must be demonstrated, and may be in writing, electronic, telephone, and face-to-face communication;
- 6) Initial contact is made by letter explaining the reason for the contact; a description of the proposed project; an MCB Camp Pendleton contact person; a specific request for the kind of input needed; provision of an opportunity to meet in person; and solicitation of the names and contact information for additional persons who should be contacted regarding the project. Additional information may also be requested, including referrals to appropriate consulting partners; suggestions for dates and times to meet; and documentation requests;
- 7) Returned letters are followed by additional attempts at consultation;
- 8) Evidence of notification and consultation (or failure of such efforts) is documented;
- 9) If consultation is refused or declined, the MCB Camp Pendleton's good faith effort has been met;
- 10) Consultation involving Native American graves, funerary objects, and sacred artifacts also requires compliance with NAGPRA (SOP No. 11) as required under the PA;
- 11) As required under the PA, CRM will prepare Quarterly Reports summarizing all undertakings implemented within the quarter (a three-month period beginning 1 October through 30 September) and any planned undertakings for the following quarter. Tribes will be requested to provide comments within two weeks of receipt. The content of the Quarterly Report will be the same as the Annual Report as summarized in Stipulation VII.B of the PA;
- 12) As required under the PA, tribal consultation meetings will be held every six months (semi-annually) at a minimum. Meeting minutes will be taken and distributed with two weeks of the consultation meeting via email. If agreed to by the Invited Signatories, concurring parties of non-Federally recognized tribes will also be invited to participate in these meetings;
- 13) When an undertaking is determined to require monitoring: 1) due to the nature of the undertaking and the APE includes an archaeologically sensitive area, as defined in Stipulation IV.D; or 2) requires implementation of protection measures, per Attachment D Standard Resource Protection Measures, to avoid adverse effect; and/or 3) as a result of tribal consultation, monitoring will be required by a professional archaeologist and Native American (tribal) monitor to avoid adverse effects or facilitate possible discovery of potential historic properties (post-review discovery) as required under the PA;
- 14) As required under the PA, tribal monitors are designated as monitors by tribes (Invited Signatories) due to their specialized knowledge in religious and cultural significance for the tribe that they represent.

**Background:** Consultation is narrowly focused on the proposed action to concentrate on specific descriptions of the places and/or values that are at issue and potential management strategies to be used in order to avoid or minimize impacts to Native American cultural and religious values and practices. The goal of tribal consultation is to identify both resource management concerns and the strategies for addressing them through ongoing, credible communication with appropriate Native American entities and individuals. Addressing Native American concerns requires a different kind of approach than the strategies

that are used in addressing the concerns of other groups. Resources that concern the Native American community are not limited to the cultural resource domain and may include lands, wildlife, fisheries, forestry, lands, minerals, and other types of resources as well as the access to lands that may hold these resources.

Consultation is initiated under Section 106 of the NHPA (36 CFR 800) for any undertaking that is of a type that may affect an historic property. As a part of this process, consultation with Native American tribes is important to identify any religious and cultural significance they may attribute to the area. Unlike general public notification procedures where the goal is to provide the public with the opportunity to comment on proposed actions, a good faith effort must be demonstrated when consulting with the Native American community; this may include written, electronic, telephone, and face-to-face consultation. Importantly, the appropriate consultation partners are identified early on and may include officials of both Federally recognized and non-recognized tribal governments, traditional cultural or religious leaders and practitioners, or lineal descendants of deceased Native American individuals depending on the subject. While initial inquiries with a tribe are directed to the Tribal Chairman, consultation partners can include other individuals designated by tribes to act as spokesperson during the consultation process.

To facilitate efficient consultation with Native Americans, a conciliatory relationship with tribal representatives is established in advance of major projects requiring formal consultation. The quality of information provided during consultation can be dependent upon the relationship between the government representative and the individual or group that represents the tribe; owing to the sensitive nature of the resources that may be discussed during consultation, a sense of trust is established and maintained in consulting partners. Special attention is given to those previously recorded sites or areas that contain resources that are likely to be culturally sensitive (e.g., human burial sites, shrines, prayer sites, rock art, natural features that have been traditionally used for religious practices, etc.). The Installation Commander also plays a prominent role in government-to-government consultation; however, consultation functions are also delegated to other staff, as appropriate. If consultation is refused or declined, the Marine Corps' responsibility for providing a good faith effort has been met.

Once the need for consultation has been established and the consulting partners for the project identified, reasonable efforts are taken to obtain information from affected Native Americans. Initial contact is made with all interested Native American parties by letter explaining the reason for the contact and containing a description of the proposed project. Written correspondence may be followed by telephone calls or direct contact. Returned letters are followed by additional and/or more direct attempts at consultation.

Evidence of notification and consultation (or the failure of such efforts) are documented and maintained in the environmental documentation for projects. Any attempts at telephone contact and the results of discussion should be documented in the consultation record and included in the permanent project record.

The Marine Corps does not take responsibility for resolving external conflicts arising from Native American consultation. However, the Corps does retain final decision-making authority over its assets and actions. All information gathered during consultation is considered in the decision-making process, and documentation is maintained regarding the basis for selecting a particular alternative.

Once final decisions on projects are made, the Native American groups and individuals that have been involved in consultation are notified of the decision in the semiannual consultation meeting. The notice provided includes a discussion of the basis for the Corps' decision, how the decision was influenced by consultation, and the available means of protesting or appealing the decision.





### 3.4 SOP NO. 4: ARCHAEOLOGICAL RESOURCES RECORD SEARCHES AND SURVEYS

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To provide procedures for the conduct of archaeological resources record searches and surveys (site inventories) for planning purposes.

**Application:** For general land-use planning, as well as regulatory compliance, an archaeological resources record search must be conducted for a proposed project area to determine whether or not any known cultural resources exist within the project area. This record search is necessary for compliance with NHPA Section 106 review and NHPA Section 110.

#### References

- National Historic Preservation Act of 1966, as amended
- 36 CFR 800.4(a), *Secretary of the Interior's Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8201.1

#### Procedures

- 1) At early stages in project planning, CRM determines the project APE (SOP No. 1 or SOP No. 2);
- 2) Examine project APE plus buffer and MCB Camp Pendleton GIS system information. Refer to the cultural resources data layers to determine if APE and buffer have been previously surveyed and/or whether they contain known cultural resources;
- 3) If known cultural resources are located in project area, or if portions of the project area have not been adequately surveyed, determine if an archeological consultant is needed to conduct survey and provide survey report;
- 4) Survey report should include historical contexts, summary of existing studies, methodology, maps of survey coverage, and identification of any resources located including map of approximate site boundaries using GPS equipment meeting MCB Camp Pendleton geo-data requirements (SOP No. 8);
- 5) For each newly identified site, the report should also include completed California DPR 523A, 523C, 523K, and 523J forms. For each newly identified isolate, the report should include completed California DPR 523A and 523J forms. As appropriate or necessary, additional forms should be included for specific resource types (e.g., building or structure record [DPR 523B], milling feature record [DPR 523F], etc.);
- 6) For previously recorded sites, report should include site updates using California DPR 523L forms;
- 7) CRM provides approval on the adequacy of the proposed project's Scope of Work, verifying that it represents a "reasonable and good faith effort" to identify potential historic properties within the APE, in accord with 36 CFR 800.4(b)(1), as appropriate. Submit completed DPR

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forms to the South Coastal Information Center (SCIC) and obtain Primary Numbers and Trinomials for newly identified sites, and Primary Numbers for isolated artifacts.

**Background:** As of 2017, 100 percent of MCB Camp Pendleton has been surveyed, and site and report data have been compiled in the MCB Camp Pendleton GIS system, which is updated as new cultural resources information is obtained. CRM shall review previous survey results, if any, and determine adequacy of previous identification effort and if resurvey is required, given additional information which may include tribal traditional knowledge and history, changing archaeological and related industry standards, research designs, conditions, or an undertaking's effects. Records searches should be completed using both MCB Camp Pendleton cultural resources data and archival files at the SCIC and South Central Coastal Information Center (SCCIC) at Fullerton.

Records searches are performed to provide general knowledge concerning the types of resources that may be located or have already been identified within a project area. They also provide information needed to determine whether the area of a proposed APE has been adequately surveyed, and whether a site survey is required for Section 106 consultation. A records/literature search is sometimes accompanied by a reconnaissance field visit. A report or summary may be prepared to document overall impressions and concerns, with recommendations as appropriate. This alone may not be adequate to fulfill Section 106 requirements. Compliance with Section 106 necessitates additional studies, unless the review reveals that previous work has properly surveyed and evaluated the area of potential effect. A record/literature search analysis level of inquiry can be appropriate for planning purposes for archaeological and historical resources.

All discovered sites are treated as eligible for listing on the NRHP until the determination of eligibility is final (see SOP No. 5, below). Recommendations are crafted based on a proposed project or action. If there are no immediate plans for a property, recommendations may include avoidance.

Their current contact information for the SCIC is:

Coordinator  
South Coastal Information Center  
College of Arts and Letters  
San Diego State University  
5500 Campanile Drive  
San Diego, California 92182-5320  
(619) 594-5682  
jaime@scic.org  
<http://scic.org>

### 3.5 SOP NO. 5: NATIONAL REGISTER OF HISTORIC PLACES EVALUATIONS

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To provide guidance for determining whether cultural resources are significant and require management treatment, as defined by the NHPA.

**Application:** This SOP concerns evaluating cultural resources to determine if they are potentially eligible for the NRHP. After consultation with the SHPO, eligible properties are treated as a “historic property,” as defined under the NHPA, and subject to the protections afforded to such properties.

#### References

- NHPA, as amended
- 36 CFR 800, *Secretary of the Interior’s Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8201.2

#### Procedures

- 1) Prior to fieldwork, a research design is prepared to identify the issues that the project will address, as well as the kinds of data that will be collected and the analyses that will be performed;
- 2) For buildings and structures, evaluations include in-field documentation of the property, a history of the property, and historical context studies;
- 3) For archaeological resources, evaluations require some level of intensive data collection intended to determine the size and nature of the site, its integrity, and its components. This data collection may include controlled surface collection and test excavations;
- 4) Contractors or installation cultural resources personnel meeting, at a minimum, the Secretary of the Interior’s Professional Qualifications Standards in the discipline of archaeology (48 FR 44716) or other discipline as appropriate apply the NRHP criteria of eligibility, and make a recommendation of eligibility;
- 5) If a property is recommended as not eligible for listing, the CRM consults with the SHPO, seeking concurrence. If the SHPO concurs, the property is determined not eligible for the NRHP, and MCB Camp Pendleton is not required to manage it as a historic property;
- 6) If a property is recommended as NRHP eligible, the CRM, by direction of the CG, may prepare a letter of this determination to SHPO, for concurrence. If the SHPO does not concur, the CRM, in consultation with Headquarters (HQ) USMC, either agrees to accept the SHPO’s determination or will request a determination from the Keeper of the NRHP.

**Background:** Evaluation or testing of archaeological sites varies depending upon the size and probable nature of an individual site. Many tests involve shovel test pits, shovel surface scrapes, auger holes, and sample excavation units with surface mapping, controlled artifact collection, and special studies. The number of excavation units placed at a site will vary based on the size of the site and its complexity. Upon

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completion of test excavation, a report is prepared to summarize the testing and make a recommendation of eligibility.

Historic resources are evaluated for eligibility for the NRHP or the California Register of Historic Resources based on separate, but similar, criteria. An evaluation report details the findings including a historic context, description of the resource(s), explanation of ineligibility or eligibility, and recommendations.

### 3.6 SOP NO. 6: COMPLETING THE NATIONAL REGISTER OF HISTORIC PLACES NOMINATION FORM

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To complete the formal registration of cultural resources for listing in the NRHP.

**Application:** This SOP concerns recording eligible cultural resources for formal designation in the NRHP. Any cultural resource that is listed or is eligible for listing in the NRHP is treated as a “historic property,” as defined under the NHPA, and subject to the protections afforded to such properties. All Marine Corps installations are responsible for nominating historic properties to the NRHP, as appropriate to facilitate the mission, in consultation with Headquarters (HQ) USMC.

#### References

- NHPA, as amended
- NHRP Bulletin 16A, *How to Complete the National Register Registration Form*, 1997
- NHRP Bulletin 15, *How to Apply the National Register Criteria for Evaluation*, 1990
- MCO P5090.2A Ch. 3

#### Procedures

- 1) A property determined to be eligible is reviewed to determine if it meets the HQ USMC’s policy for formal nomination;
- 2) The CRM coordinates the intent to nominate the property through the installation chain of command for submittal to HQ USMC;
- 3) Prior to starting the nomination, familiarity with NHRP Bulletins 16A and 15 (listed above) is recommended;
- 4) Nomination forms prepared by installations should be submitted to the SHPO and any consulting partners, as applicable, for review and comment, and should be staffed for signature by the USMC Deputy FPO. Once signed, the forms will be returned to the installation for submittal to the Keeper of the NHRP through the SHPO. Marine Corps commanders should prioritize nominations based on installation planning requirements; those resources that have potential for public use or access should be nominated first to facilitate outreach or heritage tourism efforts. Once a nomination has been forwarded to the SHPO and all questions have been addressed and additional information obtained, the SHPO will return the signed nomination form to the CRM. The CG then forwards the nomination to HQ USMC for signature by the USMC Deputy FPO who will approve and send the nomination to the Keeper. If the Keeper does not concur that the property is eligible, it will not be listed but will be managed as a historic property. If the Keeper does concur, the property is listed in the NRHP.

**Background:** As of September 2017, there are three NRHP-listed properties at MCB Camp Pendleton including the Santa Margarita Ranch House complex, originally listed on the NRHP in 1971, and consisting of three adobe buildings within a 10-acre parcel in the central portion of MCB Camp Pendleton in the 24 Area (NHRP Listing No. 71000180). It was updated in 1994 and expanded to include 21 acres of land around the Santa Margarita Ranch House (Building 24154), the Chapel (Building 24150), the bunkhouse (Building 24152), an adobe outhouse (converted to laundry room; Building 24153), the flagpole (Building 24155), and the entry gate (JRP 1994). The property includes a designed historic landscape which was designed and implemented in the 1940s as an example of early preservation and conservation efforts for the complex. The 1994 updated nomination form includes the archaeological deposit, CA-SDI-



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12599/10156. The updated form has yet to be submitted to the NRHP, however, SHPO concurred on the findings.

The Las Flores Adobe (constructed between 1864 and 1868) is another pre-military historic resource that was listed in the NRHP and as a National Historic Landmark in 1968 at the National level of significance under the area of architecture (NRHP Listing No. 68000021). This listing included 11.5 acres and the adobe buildings. In 1991, JRP prepared an updated nomination form to expand the NRHP listing and its contributors (JRP 1991). The Las Flores Adobe includes three buildings (two-story Monterey segment, Hacienda segment, and barn) joined by a common roof system and windmill (c. 1900) determined to be a contributor and includes a mature landscape that dates to the period of significance. The associated archaeological site at Las Flores Adobe (SDI-812/H) is also listed in the NRHP.

Additionally, SHPO has concurred with two buildings that were previously recommended NRHP-eligible: buildings 1133 (1<sup>st</sup> Division Headquarters Building) and 51811 (The Beach Club).

### 3.7 SOP NO. 7: TREATMENT OF NRHP LISTED OR ELIGIBLE RESOURCES

**Contact:** MCB Camp Pendleton CRM: (760)725-9738

**Purpose:** To provide procedures for the treatment of significant (NRHP-eligible) cultural resources.

**Application:** This SOP applies to archaeological sites and historical resources that have been determined eligible for the NRHP and are therefore historic properties. Cultural resources are deemed significant if they have been determined eligible for listing, or are listed, in the NRHP. Significant resources must be managed by MCB Camp Pendleton, and adverse effects to such resources must be avoided or mitigated.

#### References

- National Historic Preservation Act of 1966, as amended
- 36 CFR 800, *Secretary of the Interior's Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8202(2)

#### Procedures

- 1) Whenever possible, passive preservation of archaeological sites is the preferred management approach. Where needed, fencing and/or marking with Endangered Species or general Sensitive Resource Area signs/marker can be used to prevent damage to archaeological sites of importance;
- 2) In cases where archaeological sites are listed or eligible for NRHP listing, a periodic monitoring program ensures that the resources do not suffer from natural or cultural degradation or destruction;
- 3) For NRHP listed or eligible buildings and structures, MCB Camp Pendleton's goals include developing historic properties maintenance and repair to guarantee the long-term preservation of these resources;
- 4) If adverse effects cannot be avoided, as determined through the Section 106 consultation process (SOP No. 1 or SOP No. 2), a historic properties treatment plan must be developed and should be reviewed by the SHPO, and Native American tribes (if appropriate);
- 5) For archaeological resources, data recovery ("salvage excavation") is the common form of mitigation for adverse effects. This requires a historic properties treatment plan that describes the site, kinds of information that will be gained by the data recovery, study questions, sample design, cataloging methods, special studies, and report preparation. Data recoveries vary in size and intensity, depending upon the nature and size of a given site, the site's setting, and its geographical context. Archaeological data recoveries generally include site mapping, controlled surface collection, controlled subsurface excavations, artifact analyses and interpretations, report preparation and artifact curation. The artifact sample sizes obtained during data recoveries vary depending upon the size of the site, but they must be statistically representative of the site as a whole;
- 6) For historic structures, HABS-level documentation is the primary mitigation measure in addition to at least one other form of mitigation such as educational outreach;
- 7) For industrial historic properties, especially machinery, Historic American Engineering Record (HAER) documentation typically serves as the primary mitigation measure in addition to at least one other form of mitigation;
- 8) Adverse effects to historical and cultural landscapes are mitigated using Historic American Landscape Survey (HALS) documentation in addition to at least one other form of mitigation.

**Background:** Mitigation measures vary, depending upon the nature of the cultural resource.

**Data Recovery** for archaeological sites includes mapping and controlled surface collection, subsurface excavations, mapping and photography of surface and sub-surface features, and artifact analyses and interpretations, following the research design in the Treatment Plan. The goal of Data Recovery is the acquisition and preservation of a representative sample of the site's contents, including artifacts and features. Generally, larger sites will require proportionally smaller samples than are adequate for smaller sites. All artifacts recovered during data recovery must be properly processed and curated (see SOP No. 12).

**Historic American Building Survey.** HABS recordings are often completed as mitigation prior to the demolition or significant alteration to a historical or culturally significant building or in the aftermath of a catastrophic incident (such as after a natural disaster or fire). On certain occasions, HABS documentation is undertaken for historical or culturally significant buildings for the sole purpose of generating documented information on them even when there are no plans to make significant changes, such as National Historic Landmarks.

HABS recording combines drawings, history, and photography to produce a comprehensive, interdisciplinary record. HABS documentation ranges in scope depending largely upon the level of significance, complexity, and size of the property being surveyed. All HABS reports must include a statement of significance supported by a description of the architectural and historical context in which the structure was built and subsequently evolved; an architectural description and bibliographic information; architectural drawings of floor plans, elevations, details, and construction elements; and large-format, black-and-white photographs recording the environmental setting, elevations, and significant details, both inside and out of the property. This provides a comprehensive understanding of the property.

**Historic American Engineering Records.** HAER is similar to HABS, but focuses less on the building fabric and more on the machinery and processes within a structure, although structures of distinctly industrial character continue to be recorded. HAER combines drawings, history, and photographs to produce a comprehensive, multidisciplinary record that ranges in scope with a site's level of significance and complexity. For HAER, the focus on structures and processes rather than buildings has shaped the elements of the documentation in distinct ways to take on an engineering historical perspective. Otherwise, the HAER documentation process is very similar to the HABS processes described above. Appropriate subjects for documentation are individual sites or objects, such as a bridge, ship, or steel works, or larger systems like railroads, canals, electronic generation and transmission networks, parkways and roads.

**Historic American Landscape Surveys.** HALS is similar to HABS and HAER but focuses on historic and cultural landscapes. HALS combines measured drawings and interpretive drawings, written histories, and large-format black-and-white photographs and color photographs to produce a comprehensive, multidisciplinary record that ranges in scope with a site's level of significance and complexity. For HALS, the focus on landscape rather than buildings or structures has shaped the elements of the documentation in distinct ways to take on perspectives of landscape architecture and ethnography. Otherwise, the HALS documentation process is very similar to the HABS and HAER processes described earlier. Historic landscapes vary in size from small gardens to several thousand-acre national parks. In character, they range from designed to vernacular, rural to urban, and agricultural to industrial spaces. Vegetable patches, estate gardens, cemeteries, farms, quarries, nuclear test sites, suburbs, and abandoned settlements all may be considered historic landscapes.

#### **Secretary of the Interior's Standards**

In the event that an NRHP-listed or eligible property should undergo maintenance, alterations, or additions, the Secretary of Interior's (SOI) Standards for the Treatment of Historic Properties should be applied to the

project. The SOI Standards were codified in 1995 (36 CFR 68) to establish professional standards that apply to all proposed development grant-in-aid projects assisted through the National Historic Preservation Fund and serve as general guidance for work on any other historic building (Weeks et al. 2001). The SOI Standards for Rehabilitation are the appropriate approach to apply to most projects that entail maintenance, alterations or additions, as Standard 8 addresses impacts to archaeological resources, and Standards 9 and 10 address additions and new construction related to historic properties (Weeks et al. 2001). The Standards apply to historic resources of all periods, styles, types, materials, and sizes. The Standards also encompass related landscape features, the site, and environment as well as attached, adjacent, or related new construction. The 10 Standards for Rehabilitation are:

- 1) A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces, and spatial relationships.
- 2) The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces, and spatial relationships that characterize a property will be avoided.
- 3) Each property will be recognized as a physical record of its time, place, and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
- 4) Changes to a property that have acquired historic significance in their own right will be retained and preserved.
- 5) Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
- 6) Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture, and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
- 7) Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
- 8) Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
- 9) New additions, exterior alterations, or related new construction will not destroy historic materials, features, and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.
- 10) New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.





### 3.8 SOP NO. 8: SPECIFICATIONS FOR DIGITAL DATA

**Contact:** MCB Camp Pendleton CRM: (760)725-9738

**Purpose:** To ensure compatibility in all MCB Camp Pendleton CRM digital data with the existing database.

**Application:** This SOP applies to digital data requirements for cultural resources contracts let at the MCB Camp Pendleton, and any archaeological research that may be permitted on the MCB Camp Pendleton. Compatibility between all digital data is critical for the maintenance and upgrading of the MCB Camp Pendleton CRM text, mapping, and architectural databases. A series of different kinds of digital data are involved.

#### References

- MCO P5090.2A Ch. 3, 8202.8
- MCO 11000.25A

#### Procedures

All cultural resources contractors and archaeological researchers working within MCB Camp Pendleton will provide digital data in the format and to the operational standards outlined below.

#### Operational Standards

##### A. Text, Spreadsheet, and Database Files

- The Marine Corps standard computing software is Microsoft Office. Final Reports and other text documents shall be provided in the current Microsoft Word format or version currently in use by the Marine Corps AND Adobe Portable Document Format (PDF).
- Spreadsheet files shall be provided in the current Microsoft Excel format or version currently in use by the Marine Corps. Databases shall be provided in Microsoft Access format unless specified otherwise, as approved by the Government (MCB Camp Pendleton CRM).
- Prior to database development, the Contractor shall provide the Government (MCB Camp Pendleton CRM) with a Technical Approach Document for approval, which describes the Contractor's technical approach to designing and developing the database.
- All text, spreadsheet, and database files shall be delivered on a Compact Disk read-only memory (CD-ROM) or Digital Versatile Disc read-only memory (DVD-ROM).

##### B. Maps, Drawings, and Sketches (Digital Geospatial Data):

- Geospatial Data Software Format: Geographic data must be provided in a form that does not require translation, preprocessing, or post processing before being loaded to the Installation's regionally hosted geodatabase.
- The Contractor shall validate any deviation from this specification in writing with the Government (MCB Camp Pendleton CRM's GIS staff).
- Digital geographic maps and the related data sets shall be delivered in the following software format:

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- GIS: Personal geodatabase format (Microsoft Access database file) using the current ArcGIS version or the ArcGIS shapefile format, as indicated by the Government (MCB Camp Pendleton CRM's GIS staff).
- GIS data submittals for cultural resources shall be in accordance with the approved MCB and Camp Pendleton Data Dictionary 3.0.0.1 (6/25/2015) or most current version. The personal geodatabase must be importable to a multi-user geodatabase using ArcSDE 10.2 or current ArcSDE version in use by MCB Camp Pendleton.
- The delivered data layer(s) shall be provided with x, y domain precision of 1000 (unless otherwise identified by the Installation).

Drawing files shall be full files, uncompressed, unzipped, and georeferenced.

**Background:** ArcGIS and ArcSDE are geographic information system software produced by the Environmental Systems Research Institute (ESRI) of Redlands, California. Use of this software is required by the Marine Corps GEOFidelis Program. The GEOFi program has developed a standardized GIS data model that must be followed but that is pending approval.

### 3.9 SOP NO. 9: ARPA PERMITTING

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To provide guidance for issuing ARPA permits.

**Application:** ARPA permits are required when a proposed archaeological project is located on Federal land, will involve excavation and/or the collection of artifacts, and when the individuals or parties involved are not directly contracted by or on behalf of MCB Camp Pendleton. ARPA is intended to protect archaeological resources, which are defined as, for the purposes of this law, objects that are 100 years or older in age. ARPA permits can take up to six months to acquire.

#### References

- Archaeological Resources Protection Act, as amended (16 U.S. Code 470aa-470mm)
- 43 CFR 7A and B, “*Protection of Archeological Resources, Uniform Regulations*” and “*Department of the Interior Supplemental Regulations*” (duplicated in 32 CFR 229)
- 36 CFR 79, “*Curation of Federally Owned and Administered Archeological Collections*”
- MCO P5090.2A Ch. 3, 8201(4)a

#### Procedures

- 1) Upon receipt of an ARPA permit request, the CRM, on behalf of the installation CG, consults with culturally affiliated Native American tribes and documents this consultation as part of the record of each such permit;
- 2) The MCB Camp Pendleton CG provides the approval to issue the permit by means of a report of availability;
- 3) Review requirements of paragraph 8201(4)a of MCO P5090.2A Ch. 3;
- 4) Contact the Cultural Resources Specialist at HQ USMC, MCICOM for the current permit format to be used. A copy of NAVFAC permit procedures is on file with the CRM.

**Background:** ARPA permits must provide for the disposition of NAGPRA cultural items; that is, Native American sacred objects and funerary artifacts. ARPA permits must further require that:

- Any interests that Federally recognized tribes may have in the permitted activity are addressed in a manner consistent with the requirements of the NHPA and NAGPRA prior to issuance of the permit;
- Permitted activities are conducted according to the SOI’s applicable professional standards (Appendix M);
- The excavated archaeological artifact collection and associated records are permanently housed in a curation facility that meets the requirements of 36 CFR 79.

Archaeological resources, objects of antiquity, and significant scientific data from Federal installations belong to the installations, except where NAGPRA requires repatriation to a lineal descendant or Federally recognized tribe.

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MCB Camp Pendleton staff or qualified contractors carrying out official duties associated with the management of archaeological resources and whose investigations meet the DoD Uniform Regulations for the Issuance of Permits (32 CFR 229.8) are not required to obtain a permit under ARPA or the Antiquities Act for the investigation of archaeological resources on a Federally owned or controlled installation (43 CFR 7.5(c)). However, intentional excavation of potential NAGPRA items or an NHPA “historic property” requires the completion of applicable processes prior to excavation.

For the purposes of MCB Camp Pendleton compliance with ARPA, the CG is considered the Federal land manager as defined in the DoD Uniform Regulations for the Protection of Cultural Resources (32 CFR 229.3[c]). As the Federal land manager, the CG may determine that certain archaeological resources in specified areas under CG’s jurisdiction, and under specific circumstances, are not or are no longer of archaeological interest and are not considered archaeological resources for the purposes of ARPA (in accordance with 32 CFR 229.3(a)(5)); that is, “any material remains of human life or activities which are at least 100 years of age and which are of archaeological interest” (32 CFR 229.3(a)). “Of archaeological interest” is defined as:

“capable of providing scientific or humanistic understandings of past human behavior, cultural adaptation, and related topics through the application of scientific or scholarly techniques such as controlled observation, contextual measurement, controlled collection, analysis, interpretation and explanation” [32 CFR 229.3(a)(1)].

All such determinations must be justified and documented by memorandum and shall be formally staffed for review.

The CG ensures that military police, installation legal staff, in addition to AC/S ES, are familiar with the requirements and applicable civil and criminal penalties under ARPA. Also in accordance with ARPA section 9, the CG may withhold information concerning the nature and location of archaeological resources from the public under Subchapter II of Chapter 5 of Title 5 of the United States Code or under any other provision of law. Under ARPA (43 CFR 7) and NHPA (Sec 304(a)), the Marine Corps is responsible for the protection of culturally sensitive information from public disclosure. This includes Freedom of Information Act exemptions and withholding information from written summaries and transcripts. Specific site locational information is considered particularly sensitive in this regard.

### 3.10 SOP NO. 10: INADVERTENT DISCOVERY OF CULTURAL MATERIALS

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** Provide guidance when archaeological remains are unexpectedly discovered during operations or construction.

**Application:** This SOP applies to actions necessary when unanticipated cultural materials or historic properties are discovered at any phase of a project, for example, during construction excavation and grading. Archaeological resources, including artifacts, sites and human remains, may be discovered in locations where they were previously not thought to be present. Alternatively, natural erosion may expose buried remains (e.g., following a major storm). Activities that may affect any such archaeological discovery must cease immediately, and appropriate steps must be taken to ensure protection until proper treatment of the archaeological resources can occur.

#### References:

- Programmatic Agreement Regarding the Process for Compliance with Section 106 of the National Historic Preservation Act for Undertakings on MCB Camp Pendleton, August 2014
- MCB Camp Pendleton NAGPRA Comprehensive Agreement
- National Historic Preservation Act of 1966, as amended
- 36 CFR 800, *Secretary of the Interior's Standards and Guidelines for the Protection of Historic Properties*
- MCO P5090.2A Ch. 3, 8202(3)
- NAGPRA and associated regulations (43 CFR 10)

#### Procedures:

- 1) The Facilities Engineering and Acquisition Division (FEAD), Public Works Division, Facilities Management Division, and other individuals charged with project execution, will immediately stop work within 50 feet of the discovery, secure the area, and notify the CRM;
- 2) If human remains or other NAGPRA-related objects (see SOP No. 11) are identified, the CRM will be notified by phone within 24 hours, followed by written notification;
- 3) Given the nature of the discovered remains, CRM will consider the applicability of NAGPRA and follow procedures for inadvertent discovery in the NAGPRA comprehensive agreement;
- 4) For undertakings implemented under the PA, the CRM shall notify the SHPO, ACHP, and Invited Signatories within two working days after the discovery that an historic property or possible historic property has been inadvertently affected (see Stipulation V of the PA). If the undertaking has not been complete, the CRM may recommend Standard Resource Protection Measures (Attachment D of the PA). If these measures are not adopted, USMC shall consult with SHPO, ACHP, consulting parties, and Indian tribes who may attach religious and cultural significance to the property to identify appropriate mitigation measures. Avoidance and minimization measure shall be enforced until consultations and any required treatment is complete. An interim report regarding the discovery shall be submitted to SHPO, Invited Signatories, and the ACHP as well as included in the annual report for the PA;



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- 5) If the CRM determines that there are potential adverse effects, the USMC shall consult with SHPO, ACHP, Indian tribes who may attach religious and cultural significance to the property, and other consulting parties on the potential adverse effects and possible resolution;
- 6) For approved undertakings implemented under the normal Section 106 procedures (36 CFR 800) and not subject to a programmatic agreement, the USMC will follow the post-review discoveries procedures under 36 CFR 800.13 and notify the SHPO, Indian tribes that might attach religious and cultural significance to the affected property, and ACHP within 48 hours (telephone, letter or email); notification will include the nature of the discovery, steps being taken in response, and any time constraints, if applicable. The SHPO, Indian tribes, and ACHP have 48 hours to respond. For discoveries subject to 36 CFR 800.13, the USMC shall consider recommendations made by SHPO, Indian tribes, and ACHP in their response for the NRHP eligibility of the property, the proposed actions for response, and then complete the appropriate actions. The USMC shall provide a report of the actions completed to SHPO, Indian tribes and ACHP;
- 7) If the remains or objects must be excavated, they are removed following NAGPRA Comprehensive Agreement, and NAGPRA procedures(see SOP No. 11);

**Background:** 36 CFR 800.13(3) sets a 48-hour time limit for notification and response:

If the agency official has approved the undertaking and construction has commenced, determine actions that the agency official can take to resolve adverse effects and notify the SHPO/THPO, any Indian tribe or Native Hawaiian organization that might attach religious and cultural significance to the affected property, and the Council within 48 hours of the discovery. The notification shall describe the agency official's assessment of NRHP eligibility of the property and proposed actions to resolve the adverse effects. The SHPO/THPO, the Indian tribe or Native Hawaiian organization, and the Council shall respond within 48 hours of the notification. The agency official shall take into account their recommendations regarding NRHP eligibility and proposed actions, and then carry out appropriate actions. The agency official shall provide the SHPO/THPO, the Indian tribe or Native Hawaiian organization and the Council a report of the actions when they are completed [36 CFR 800.13(3)].

36 CFR 800.13(3)(c) further allows for an assumption of NRHP eligibility, with documented justification, for inadvertent discoveries:

Eligibility of properties. The agency official, in consultation with the SHPO/THPO, may assume a newly discovered property to be eligible for the NRHP for purposes of Section 106. The agency official shall specify the NRHP criteria used to assume the property's eligibility so that information can be used in the resolution of adverse effects [36 CFR 800.13(3)(c)].

### 3.11 SOP NO. 11: NAGPRA INADVERTENT DISCOVERIES

**Contact:** MCB Camp Pendleton CRM: (760)725-9738

**Purpose:** To provide guidance for compliance with the Native American Graves Protection and Repatriation Act.

**Application:** This SOP applies to Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony as defined by NAGPRA (25 U.S.C. 3001 et seq.) and its implementing regulations (43 CFR 10). The proper protection and process for treatment and disposition of such human remains or cultural objects has been established by NAGPRA. This SOP does not apply to human remains not subject to NAGPRA. The installation has a NAGPRA Comprehensive Agreement (December 2001) with Federally recognized tribes (Luiseño and Kumeyaay) and included as Appendix J. The agreement covers inadvertent discoveries and intentional excavations of items subject to NAGPRA from the time of initial discovery through disposition. Under the agreement, human remains are defined as the physical remains of a human body of Native American ancestry (see definition section of Appendix J).

#### References

- MCB Camp Pendleton NAGPRA Comprehensive Agreement
- NAGPRA (25 U.S.C. 3001 et seq.) and associated regulation (43 CFR 10)
- ACHP Policy Statement Regarding Treatment of Burial Sites, Human Remains and Funerary Objects
- NHPA (54 U.S.C. 300101 et seq.) and associated regulation (36 CFR 800)
- ARPA (16 U.S.C. 470 et seq.) and associated regulation (43 CFR 67)

#### Procedures

- 1) Per the NAGPRA Comprehensive Agreement, when items subject to NAGPRA are positively identified in the field (inadvertent discoveries), the project archaeologist and on-site Native American monitor immediately notify the CRM by phone and follow up the written notification within 24 hours;
- 2) For field inadvertent discoveries, the project archaeologist and on-site Native American monitor shall take measure to protect the discovery to include but not limited to: 1) establishing an exclusion area; 2) implementing any short term protection measures; and 3) securing the location. The on-site Native American monitor or project archaeologist will immediately notify tribal points of contact by phone. The CRM will notify tribal points of contact in writing within 24 hours of receiving written notification of the discovery. The CRM shall conduct a site visit as soon as possible and notify tribal points of contact in advance of the site visit. The CRM will arrange for a site visit with tribal points of contact prior to the first consultation meeting if possible. A face-to-face consultation meeting including a discussion treatment and disposition of NAGPRA-related objects shall held 10 days after the discovery date;
- 3) If there is no response to written notification from the tribe(s), the CRM will contact the tribe(s) by telephone;
- 4) If excavation or removal of NAGPRA-related items is undertaken by a government entity or their contractors, no ARPA permit is required. However, an ARPA permit is required if the activity is undertaken by a non-government entity;

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- 5) All archaeological work directly associated with excavation or removal will be monitored by one Native American monitor.
- 6) Treatment or analysis of human remains will not be undertaken without the concurrence of all tribal signatories to the NAGPRA Comprehensive Agreement. Only samples from a non-burial-associated context will be collected and analyzed. These samples shall include, but not be limited to, shell, non-human bone, soil, carbon, and other organic material;
- 7) Subject to consultation, the human remains or other cultural items will be stabilized, assessed in the field to determine the excavation technique, and, if being removed, moved to a locked temporary secure storage facility until reburial. Removal will only occur if it is determined that such action is necessary to protect the inadvertent discovery;
- 8) If possible, MCB Camp Pendleton will make available a location within close proximity to the inadvertent discovery location for reburial of the human remains or other cultural items;
- 9) Notification and disposition will be conducted by the POC specified in Section IV of the NAGPRA Comprehensive Agreement. The Tribal POCs shall notify the tribal signatories. CRM shall notify appropriate base personnel and the NAGPRA Review Committee;
- 10) Final disposition and reburial will be based on consultation with the Tribal POC. CRM will request written confirmation of each tribe's decision following consultation.

**Background:** NAGPRA establishes a “systematic process for determining the rights of lineal descendants and Indian tribes to Native American human remains, funerary objects, sacred objects, or objects of cultural patrimony with which they are affiliated” (Federal Register Vol. 60, No. 232; 43 CFR 10). The law applies to such collections in Federal possession or control, in the possession or control of any institution or state or local government receiving Federal funds, or excavated intentionally or discovered inadvertently on Federal lands. NAGPRA does not relieve the MCB Camp Pendleton of its responsibility to adhere to Section 106 of the NHPA (36 CFR 800) and Section 3 of the ARPA.

Briefly, NAGPRA requires:

- an ARPA permit to excavate or remove NAGPRA-related items from Federal or tribal lands, unless undertaken by a Federal employee or their contractors (43 CFR 7.5(c));
- that objects are excavated only after Native American consultation has been conducted;
- that the disposition of the objects is consistent with 43 CFR 10.6; and
- that proof of Native American consultation be provided to the agency that issued the ARPA permit.

With respect to the disposition of human remains, funerary objects and religious artifacts, 43 CFR 10.6 states that:

- (a) Custody of these human remains, funerary objects, sacred objects, or objects of cultural patrimony is, with priority given in the order listed:
  - (1) In the case of human remains and associated funerary objects, in the lineal descendant of the deceased individual as determined pursuant to §10.14 (b);
  - (2) In cases where a lineal descendant cannot be ascertained or no claim is made, and with respect to unassociated funerary objects, sacred objects, and objects of cultural patrimony:

- (i) In the Indian tribe on whose tribal land the human remains, funerary objects, sacred objects, or objects of cultural patrimony were excavated intentionally or discovered inadvertently;
  - (ii) In the Indian tribe or Native Hawaiian organization that has the closest cultural affiliation with the human remains, funerary objects, sacred objects, or objects of cultural patrimony as determined pursuant to §10.14 (c); or
- (b) Custody of human remains, funerary objects, sacred objects, or objects of cultural patrimony and other provisions of the Act apply to all intentional excavations and inadvertent discoveries made after November 16, 1990, including those made before the effective date of these regulations.
- (c) Final notice, claims and disposition with respect to Federal lands. Upon determination of the lineal descendant, Indian tribe, or Native Hawaiian organization that under these regulations appears to be entitled to custody of particular human remains, funerary objects, sacred objects, or objects of cultural patrimony excavated intentionally or discovered inadvertently on Federal lands, the responsible Federal agency official must, subject to the notice required herein and the limitations of §10.15, transfer custody of the objects to the lineal descendant, Indian tribe, or Native Hawaiian organization following appropriate procedures, which must respect traditional customs and practices of the affiliated Indian tribes or Native Hawaiian organizations in each instance. Prior to any such disposition by a Federal agency official, the Federal agency official must publish general notices of the proposed disposition in a newspaper of general circulation in the area in which the human remains, funerary objects, sacred objects, or objects of cultural patrimony were excavated intentionally or discovered inadvertently and, if applicable, in a newspaper of general circulation in the area(s) in which affiliated Indian tribes or Native Hawaiian organizations members now reside. The notice must provide information as to the nature and affiliation of the human remains, funerary objects, sacred objects, or objects of cultural patrimony and solicit further claims to custody. The notice must be published at least two (2) times at least a week apart, and the transfer must not take place until at least thirty (30) days after the publication of the second notice to allow time for any additional claimants to come forward. If additional claimants do come forward and the Federal agency official cannot clearly determine which claimant is entitled to custody, the Federal agency must not transfer custody of the objects until such time as the proper recipient is determined pursuant to these regulations. The Federal agency official must send a copy of the notice and information on when and in what newspaper(s) the notice was published to the Manager, National NAGPRA Program.





## 3.12 SOP NO. 12: TREATMENT AND CURATION OF ARCHAEOLOGICAL COLLECTIONS

**Contact:** MCB Camp Pendleton CRM: (760) 725-9738

**Purpose:** To provide procedures for the treatment and curation of archaeological collections.

**Application:** This SOP applies to artifacts and artifact collections recovered from the MCB Camp Pendleton. Long-term preservation of those artifacts requires careful treatment and curation. Collections consist of both the material remains removed during an archeological project and the records prepared during the project. The MCB Camp Pendleton's archaeological collections are currently curated at the SDAC.

### References:

- National Historic Preservation Act of 1966, as amended
- 36 CFR 800, *Secretary of the Interior's Standards and Guidelines for the Treatment of Historic Properties*
- 36 CFR 79, "Curation of Federally Owned and Administered Archeological Collections"
- MCO P5090.2A Ch. 3, 8202(7)

### Procedures:

- 1) Before permanent curation, all artifacts recovered on the MCB Camp Pendleton will be analyzed using commonly accepted methods for artifacts in the region. Artifact analyses will be consistent with current archaeological research objectives for the region;
- 2) Cleaning, curation, and storage of artifacts and associated documents will meet professional standards outlined in 36 CFR 79, and as required by the SDAC;
- 3) All field, laboratory, and other project records are reproduced on archival-quality paper;
- 4) Artifacts, collections, and associated documents will be submitted to the SDAC for curation as part of the MCB Camp Pendleton collection;
- 5) Contractors will provide an acceptance receipt from the SDAC, signed by all parties;
- 6) Contractors will pay for the first year's curation costs, as part of their contracts;
- 7) The MCB Camp Pendleton CRM will ensure that periodic inspections of the MCB Camp Pendleton archaeological collections occur.

**Background:** The overall goal of the Federal curation program is to ensure the preservation and accessibility of cultural resource collections and documents for use by members of the public interested in the archaeology and history of the region (36 CFR 79). The CRM ensures that all collections are possessed, maintained, and curated in accordance with the requirements of 36 CFR 79. Collections from Federal lands should be deposited in a repository that meets the standards outlined in 36 CFR 79 to ensure that they will be safeguarded and permanently curated in accordance with Federal guidelines. Currently, all archaeological collections from MCB Camp Pendleton are curated at the SDAC.

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Inspection of Federal archaeological collections is conducted periodically by a qualified representative selected by the CRM, in accordance with the Federal Property and Administrative Services Act (40 U.S.C. 484 and 41 CFR 101). This has typically been done, at MCB Camp Pendleton CRM request, by the NAVFAC Southwest archaeologist managing the artifact curation contract or agreement for the MCB Camp Pendleton. Consistent with 36 CFR 79.11(a), the CRM or the representative thereof should:

- maintain a list of curated U.S. Government-owned archaeological materials and records;
- periodically inspect the physical environment in which all archaeological materials are stored for physical security and environmental control measures;
- periodically inspect the collections to assess the condition of the material remains and associated records and monitor for possible deterioration and damage;
- periodically inventory the collections by accession, lot, or catalog record to verify the location of the material remains and associated records;
- periodically inventory any other U.S. Government-owned material remains and records in the possession of the CRM;
- obtain an annual status report from each curation facility where collections are housed.

### 3.13 SOP NO. 13: CONFIDENTIALITY OF ARCHAEOLOGICAL DATA AND INFORMATION

**Contact:** MCB Camp Pendleton CRM: (760)725-9738

**Purpose:** To provide guidelines for the treatment and distribution of archaeological data and information.

**Application:** This SOP applies to all archaeological data, including site records, maps and technical reports. The Marine Corps is responsible for the protection of culturally sensitive information from public disclosure. This includes Freedom of Information Act exemptions and withholding information from written summaries and transcripts. The locations of specific archaeological sites are considered particularly sensitive in this regard.

#### References:

- National Historic Preservation Act of 1966, as amended (Section 304; 36 CFR 800.6(a)(5))
- ARPA, Section 9A, and associated regulation (43 CFR 7.18)
- MCO P5090.2A Ch. 3, 8204

#### Procedures:

The MCB Camp Pendleton CRM will maintain information on the nature and location of archaeological sites as a confidential set of paper files and maps, and/or as a password protected set of digital databases and GIS datasets.

- 1) In accord with MCO P5090.2A Ch. 3, 8204, access to cultural resource information, particularly location information contained in paper files or digital databases and GIS datasets should be limited to the MCB Camp Pendleton CRM, cultural resource professionals under the direct supervision of the CRM, or other individuals determined by the CRM to have a substantial need to know for project planning and/or cultural resource protection or preservation purposes.
- 2) Cultural resource professionals are individuals that meet the Secretary of the Interior Professional Qualifications Standards under Archaeology, History, or Architecture, as defined in 36 CFR 61. Requests for cultural resource information from cultural resource professionals under MCB Camp Pendleton or Navy contract will be made directly to the MCB Camp Pendleton CRM.
- 3) The MCB Camp Pendleton CRM will review all requests for cultural resource information made by Federal contractors under MCB Camp Pendleton or Navy contract and verify that the documentation provided by the individual requesting the information adequately demonstrates that the individual meets the Secretary of Interior professional qualifications standards, or has a substantial need to know for project planning and/or cultural resource protection or preservation purposes.
- 4) Cultural resource information contained in MCB Camp Pendleton cultural resource databases and GIS datasets will only be released to Federal contractors under MCB Camp Pendleton or Navy contract that have provided adequate documentation (Curriculum Vita, verification of current Register of Professional Archaeologists membership, etc.) to the CRM demonstrating

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that the individual requesting the information meets the Secretary of Interior professional qualifications standards.

- 5) Information regarding the location of archaeological sites, including site maps and site record forms contained in cultural resource reports produced by Federal contractors under MCB Camp Pendleton or Navy contract may be included in confidential appendices that would be removed prior to dissemination of these reports to persons or entities that do not meet the Secretary of Interior professional qualifications standards, as defined in 36 CFR 61.
- 6) The location of archaeological sites will be available to project planners on a need-to-know basis, as determined by the CRM; such information cannot be included in subsequent analyses, reports, or studies that might be made available to the general public;

**Background:** Section 304 of the NHPA (36 CFR 800.6(a)(5)) provides for confidentiality of archaeological site locations. NRHP documentation is part of the public record and generally is made available to the public. However, many types of prehistoric and historic archaeological sites and sacred places are fragile resources that can easily be destroyed. To protect them, Section 304 of the NHPA, as amended, Section 9(a) of the ARPA, and MCO P5090.2A Ch. 3, 8204 provide authority to limit access to information about the location of vulnerable resources.

Requests for site location data from cultural resource professionals not under MCB Camp Pendleton or Navy contract and those received from the general public will be referred to the South Coastal Information Center (SCIC) of the California Historical Resources Information System (CHRIS). Their current contact information is:

Coordinator  
South Coastal Information Center  
College of Arts and Letters  
San Diego State University  
5500 Campanile Drive  
San Diego, California 92182-5320  
(619) 594-5682  
jaime@scic.org  
<http://scic.org>

Pursuant to Federal and state law, the California State Historical Resources Commission (SHRC) directs the State Historic Preservation Officer (SHPO) to maintain an inventory of historical resources in California. The SHPO meets this responsibility via the CHRIS, which is administered by the Office of Historic Preservation (OHP) under SHPO authority. Historical resources information comprising the CHRIS inventory is organized by county and managed by regional CHRIS Information Centers. The Information Centers house records, reports, maps, and other documents and materials relating to historical resources, and provides information and recommendations regarding such resources on a fee-for-service basis. The SCIC is the primary repository for archaeological site records and reports for San Diego and Imperial counties in Southern California. The SCIC currently houses approximately 40,000 cultural resource records documenting historical and archaeological sites and approximately 15,000 investigation reports.

The current CHRIS, and thereby SCIC policy regarding access to cultural resource data and location information requires that those granted access to restricted information sign an Information Access and Use Agreement whereby they agree to keep site content and location information confidential by not disclosing it to unauthorized individuals or including it in publicly distributed documents. California Government

Code Section 6254.10 exempts archaeological sites from the California Public Records Act. Specifically, the locations of archaeological sites are considered confidential and therefore, such information is restricted. Access to archaeological site information is limited to the following individuals, based on information and documentation provided to the SCIC in association with the submission of a CHRIS Information Access and Use Agreement:

- **Cultural or Historical Resources Consultants** Consultants must meet the Secretary of the Interior Professional Qualifications Standards under Archaeology, History, or Architecture.
- **Landowners** Proof of ownership must be provided, such as a deed or current tax statement which clearly links their name with an assessor's parcel.
- **Scholars** Access to confidential information is provided to scholars conducting research for unfunded projects who meet the Secretary of Interior Professional Qualifications Standards and to students working directly under such individuals.

A CHRIS Information Access and Use Agreement may apply to an individual, office, company, district, agency, or some other administrative or organizational unit. Only one CHRIS Access and Use Agreement should be completed by the agreement holder, and this agreement will apply through the entire CHRIS, at all Information Centers. A CHRIS Authorized User Form for identifying each user that will be submitting information requests or conducting records searches under the terms of an Access and Use Agreement must be submitted. A CHRIS Information Center Conditional Use Agreement must be submitted for use when the holder of an active Access and Use Agreement desires to temporarily share CHRIS data with another person or entity who is not covered under that same agreement. A CHRIS Access Agreement Short Form may be used instead of an Access and Use Agreement, but only when at least one of the four following exceptions applies:

- 1) Information requests are received from individuals pertaining to historical resources located on private property which they own; or
- 2) Requests are for summary information about historical resources that will be prepared by an Information Center; or
- 3) Information requests are for educational or scholarly research only; or
- 4) Requests for information are received where the terms of access are specified in an agreement with the Information Center at which the information is being requested, and said agreement specifically excludes the requirement for a CHRIS Information Access and Use Agreement.

USMC policy and goals for GIS data is established by MCO 11000.25, Installation Geospatial Information and Services. This order provides policy, guidance and standards for acquiring, protecting, utilizing and implementing the Marine Corps Installation Geospatial Information and Services (IGI&S), also known as GEOFidelis, in support of Marine Corps installation management. The GEOFidelis Data Management Guide documents the required procedures to create and maintain geospatial data for Marine Corps use and dissemination. It also provides technical procedures and guidance to meet the requirements of MCO 11000.25 and other Marine Corps guidance. GEOFidelis supports the Marine Corps Installation 2020 vision and the Marine Corps Vision and Strategy 2025 for land management, facility planning, environmental compliance, base operation, military training and other management processes.

The GEOFidelis Data Model 3.0.0 is the standard for all USMC Installation IGI&S geospatial data. The data model is based on Spatial Data Standards for Facilities, Infrastructure, and Environment (SDSFIE). It maintains a common USMC IGI&S data standard and provides all USMC installations with a common structure for data layers and attributes. MCIWEST-MCB Camp Pendleton and MCAS Camp Pendleton's Data Dictionary version 3.0.0.1 (6/25/2015) is based on this data model.

### *3. Standard Operating Procedures*

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The Installation IGI&S Manager oversees MCIWEST-MCB Camp Pendleton's IGI&S effort including maintaining oversight geospatial data assets and creating, maintaining, and implementing the installation geospatial data management plan as well as coordinating with the installation's subject matter experts (SMEs) for access and release policy implementation. The Installation IGI&S Manager can be reached at (760) 763-1891. MCIWEST-MCB Camp Pendleton's SMEs are responsible for a particular function or resources on the installation. The SME is the person knowledgeable about the domain or field being represented and is responsible for assuring that data are properly attributed and collected to meet their needs and the requirement of the business process. The SME reviews sources for data collection and conservation to assure that the most current data are captured. The SME reviews project deliverables to ensure that the geospatial data are returned in a useable and compliant form. Requests for confidential cultural resource data or location information received by the Installation IGI&S Manager should not be granted without review and approval by the CRM. As the SME, the CRM will apply the criteria established in MCO P5090.2A Ch. 3, 8204 which limits the release of cultural resource data and location information to cultural resource professionals that meet the Secretary of the Interior Standards under Archaeology, History, or Architecture, as defined in 36 CFR 61, or other individuals that are determined by the CRM to have a substantial need to know.

MCIWEST-MCB Camp Pendleton's geospatial data are available to United States Government (USG) authorized users via GEOFidelis Online through a Citrix based portal. Requests for MCIWEST-MCB Camp Pendleton ES geospatial data are completed via the Base Sponsor and require a GIS Request form to be completed by the Base Sponsor, a GIS Data Request letter from the contractor/agency requesting the data, a list of data layers being request, identified area or project boundary file, and signed non-disclosure agreement. Any requests for ES geospatial data that may include confidential cultural resource data layers or location information made by USG authorized users via GEOFidelis Online through the Citrix based portal should not be granted without review and approval by the CRM. As the SME, the CRM will apply the criteria established in MCO P5090.2A Ch. 3, 8204 which limits the release of cultural resource data and location information to cultural resource professionals that meet the Secretary of the Interior Professional Qualifications Standards, as defined in 36 CFR 61, or other individuals that are determined by the CRM to have a substantial need to know.



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## **APPENDICES**





## **APPENDIX A**

### **Report Figures**



**APPENDIX B**  
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**APPENDIX C**  
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**APPENDIX D**

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**APPENDIX J**  
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## **APPENDIX L**

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## **APPENDIX M**

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**APPENDIX N**  
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**APPENDIX O**  
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