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A Cultural Resources Section from Calaveras County
Introduction

This working paper serves as a foundation for creating goals, policies, and programs in various elements of the Amador County General Plan related to cultural resources.

Cultural resources are important to Amador County because they are reminders and remnants of the rich history of the area and offer physical evidence of the prehistoric and historic occupation and exploitation of Amador County.

A review of known cultural resources is essential to understanding the County's history and to predicting the likely locations of similar types of resources. Knowing locations or likely locations of as-yet undiscovered resource sites will assist in land use planning, construction, infrastructure planning, and interpretation projects throughout the County. Knowing or predicting cultural resource site locations is the key to being able to develop or protect resources as appropriate to enhance knowledge and understanding of the County's past.

County residents have established a vision of enhancing the County's unique character, including the historic built environment, natural beauty, agriculture, and scenic vistas. Residents also seek to protect the County's natural resources by conserving and enhancing natural and recreational resources for present and future generations. The identification, interpretation, and protection of cultural resources is a key contributor to the County's history and character.

This paper was guided by public comments and input from the General Plan Advisory Committee (GPAC), which served to focus the analysis of relevant information and the discussion of issues, goals, and policies.

There is no discussion of cultural resources in the current Amador County General Plan. Issues related to cultural resources (preservation, protection, and enhancement) will be discussed in the updated General Plan relative to State requirements. The Land Use and Open Space Elements will take into account land use changes that result in potential future development of properties that contain cultural resources. These elements will also include goals and policies to identify, interpret, and preserve cultural resources. The County may also consider including a clear vision statement, goals, policies, and implementation measures regarding preservation of cultural resources.

Throughout the text, topics for consideration and discussion by the GPAC and County decision-makers are identified using a box and the oak leaf symbol such as the one below.

EXAMPLE OF A TOPIC TEXT BOX.
Scope

This working paper provides the GPAC with information on the types and locations of known cultural resources, prediction of other resource locations, and their policy implications for the General Plan. This paper also addresses those topics required or recommended by the State General Plan Guidelines or the California Environmental Quality Act (CEQA).

Public Comments

As part of the General Plan update process, the County conducted five public workships in September 2006 to identify key issues of concern to County residents. The GPAC has met since July 2006, creating an emerging vision statement and discussing issues relevant to the General Plan. These efforts have identified several themes related to cultural resources and history that are important to consider in the Plan update, including:

- **Gold Country Heritage** - Gold Rush history is significant and visible throughout the region.
- **Native American Site Preservation** - There is a strong Native American community highly interested in preserving the history of their people.
- **Historic Site and Building Protection** - A strong desire exists among county residents to preserve and protect historic buildings.
- **Mine Site Protection** - Mines are a reminder of Amador County’s past and should be preserved.

Emerging Vision

The General Plan Advisory Committee has worked to develop an emerging vision statement describing the County in the year 2030. Key themes expressed in the vision related to cultural resources include the following:

- **We protect and enhance our County’s unique character** - its history, natural beauty, and rural lifestyle. Due to our successful efforts, our historic and cultural heritage; scenic vistas, agriculture, rivers, streams, and other natural areas; and historic buildings and towns continue to attract visitors.

- **We judiciously use and protect the County’s wealth of natural resources** - mineral, agricultural, timber, water, soil, air, open space, and wildlife – conserving and enhancing our resources for present and future generations. We preserve our resources while also protecting our property and personal rights.

State Requirements

State requirements and recommendations for General Plan content are expressed within the California General Plan Guidelines, published by the Governor’s Office of Planning and
Research (OPR). Topics addressed within the cultural resources working paper address primarily the Land Use and Open Space Elements of the Amador County General Plan. Tribal consultation requirements under SB18 are also addressed in this working paper.

**General Plan Requirements**

Within the OPR general plan guidelines are suggestions for addressing cultural resources within general plan policy. Most of the guidance offered by the OPR guidelines focuses on incorporation of historic preservation as either an optional element of the General Plan, or as a topic to be addressed within the Land Use Element. Cultural and archeological resources are addressed primarily by Open Space Element requirements, including the establishment of open spaces for the protection of places, features, and objects of cultural significance.

**SB18 Requirements**

(The following section is summarized from the 2005 Supplement to the OPR General Plan Requirements, available at http://www.opr.ca.gov/SB182004.html )

SB 18, authored by Senator John Burton, was signed into law by Governor Arnold Schwarzenegger in September 2004. SB 18 requires the County to consult with California Native American tribes to aid in the protection of traditional tribal cultural through local land use planning. The intent of SB 18 is to provide California Native American tribes an opportunity to participate in local land use decisions at an early planning stage, for the purpose of protecting, or mitigating impacts to, cultural places. SB 18 requires local governments to consult with tribes prior to making certain planning decisions and to provide notice to tribes at certain key points in the planning process. These consultation and notice requirements apply to Amador County’s General Plan update.

The principal objective of SB 18 is to preserve and protect cultural places of California Native Americans. SB 18 refers to Public Resources Code §5097.9 and 5097.995 to define cultural places as:

- Native American sanctified cemeteries, places of worship, religious or ceremonial sites, or sacred shrines (Public Resources Code §5097.9).

- Native American historic, cultural, or sacred sites, that are listed or may be eligible for listing in the California Register of Historic Resources pursuant to Section 5024.1, including any historic or prehistoric ruins, any burial ground, and any archaeological or historic site (Public Resources Code §5097.995).

These definitions can be inclusive of a variety of places. Archaeological or historic sites may include places of tribal habitation and activity, in addition to burial grounds or cemeteries. Some examples are village sites and sites with evidence (artifacts) of economic, artistic, or other cultural activity. Religious or ceremonial sites and sacred shrines may include places associated with creation stories or other significant spiritual history, as well as modern day places of worship. Collection or gathering sites are specific places where California Native Americans access certain plants for food, medicine, clothing, ceremonial objects, basket making, and other crafts and uses important to on-
going cultural traditions and identities. These places may qualify as religious or ceremonial sites as well as sites that are listed or eligible for listing in the California Register of Historical Resources.

Native American cultural places are located throughout California because California Native American people from hundreds of different tribes made these lands their home for thousands of years. Due to the forced relocation of tribes by the Spanish, Mexicans, and Americans, most tribes do not currently control or occupy the lands on which many of their cultural places are located. As a result, California Native Americans have limited ability to maintain, protect, and access many of their cultural places.

SB 18 uses the term, California Native American tribe, and defines this term as “a federally recognized California Native American tribe or a non-federally recognized California Native American tribe that is on the contact list maintained by the Native American Heritage Commission” (NAHC). “Federal recognition” is a legal distinction that applies to a tribe’s rights to a government-to-government relationship with the federal government and eligibility for federal programs. All California Native American tribes, whether officially recognized by the federal government or not, represent distinct and independent governmental entities with specific cultural beliefs and traditions and unique connections to areas of California that are their ancestral homelands. SB 18 recognizes that protection of traditional tribal cultural places is important to all tribes, whether federally recognized or not, and it provides all California Native American tribes with the opportunity to participate in consultation with local governments for this purpose.

California has the largest number of tribes and the largest Native American population of any state in the United States, according to a California Department of Finance estimate. As of 2004, California was home to 109 federally recognized tribes, several dozen non-federally recognized tribes, and a Native American population of 383,197. Tribal governments throughout California vary in organizational forms and size. Some tribes use the government form established under the Indian Reorganization Act of 1934 (25 CFR 81) with an adopted constitution and bylaws. Other tribes have adopted constitutions and bylaws that incorporate traditional values in governing tribal affairs. Many tribal governments are comprised of a decision making body of elected officials (tribal governing body) with an elected or designated tribal leader. Some tribes still use lineal descent as the means of identifying the tribe’s leader. In general, tribal governing bodies and leaders serve for limited terms and are elected or designated by members of the tribe. Tribal governments control tribal assets, laws/regulations, membership, and land management decisions that affect the tribe.

Amador County has consulted with the NAHC and has contacted affected tribes pursuant to SB18 requirements. SB18 consultation will be coordinated by county staff. The GPAC will receive updates regarding any consultation issues which require GPAC input.
California Environmental Quality Act Requirements

Amador County’s General Plan update is also considered a project of regional significance under the California Environmental Quality Act (CEQA). A Program Environmental Impact Report (Program EIR) will be prepared that describes the impacts of adopting and implementing the General Plan.

One of the purposes of this background paper is to establish the environmental setting (or existing conditions) within the County with regard to cultural resources, as a baseline to determine environmental impacts. For purposes of CEQA, this paper establishes baseline information for consideration of the following potential environmental impacts:

- **Areas of Known Historical or Cultural Value** - Impacts that alter the integrity of National Register of Historic Places (NRHP) or California Register of Historical Resources (CRHR)-eligible resources;

- **Unidentified Resources** - Impacts to areas which have not been surveyed for cultural resources;

- **Human Remains** - Impacts to historic or prehistoric cemetery sites; and

- **Environmental changes** - Involves other changes in the existing environment which, due to their location or nature, could result in damage to or destruction of cultural resources eligible for listing to the NRHP or CRHR.

Other potential environmental impacts of development on cultural resources include, but are not limited to:

- **Noise** - Expose Traditional Cultural Properties or historic structures to or generate excessive groundborne vibration or groundborne noise levels;

- **Biological Resources** - Conflict with proposed development of resources such as mitigation banks; and

- **Aesthetics** - Have a substantial adverse effect on the viewshed from a historic resource.

Analysis of these potential impacts will occur within the Program EIR after a Draft General Plan is completed and circulated for public review. However, the County desires to use the baseline information in this report as one means of creating policies and implementation measures that will, to the greatest extent possible and in consideration of other important County goals, incorporate mitigations for potentially significant impacts into the General Plan itself.
CULTURAL RESOURCES
Background Working Paper

Current Conditions

The following materials are provided for consideration by the GPAC with regard to cultural resources. Together, these materials describe the current conditions for cultural resources within the County.

Known Cultural Resources

An extensive record search was conducted by the North Central Information Center (NCIC) of the California Historic Resources Information System. The NCIC was asked to provide information regarding documented cultural resource sites within Amador County, excluding federal lands such as properties owned or operated by the U.S. Forest Service or the Bureau of Land Management, and excluding the incorporated portions of the cities of Plymouth, Amador City, Sutter Creek, Jackson, and Ione. Additional background research was conducted at the Amador County Archives, where historic maps from the mid-19th century to the early 20th century were examined. In addition, the County Archivist provided location information for sites which have been noted at the archives but not officially recorded with the NCIC.

Figure CR-1 shows the locations of all known cultural resources within Amador County, a combination of known prehistoric and historic resources identified in the NCIC record search. The next three figures break down resource sites by type. Figure CR-2 depicts just prehistoric resources, Figure CR-3 depicts mining resources, and Figure CR-4 depicts all other historic resources. The numbers and types of sites in these figures are listed in Table CR-1. It is important to note that these sites have been, generally, identified in the course of an archaeological survey effort resulting from planned development of some kind, including federal projects, new construction, or other similar activities. Therefore, the known sites tend to cluster in regions most characteristic for these types of actions, such as roadway or highway corridors, and regions near urban or hydroelectric activity. This should be kept in mind when considering actions in less-developed areas, as the density and types of known sites are presumed to continue into unexplored areas. However, examining groupings of similar site types helps to more accurately predict types and densities of sites in similar geographic locations within Amador County.

Table CR-1 is broken down by United States Geological Survey Quadrangle Maps as the NCIC stores information by quadrangle. Amador County encompasses 28 quadrangle maps, some of which are entirely contained within the County, while others include only a small portion of the county and overlap with parts of Calaveras County or El Dorado County. A full set of complete quadrangle maps was submitted to the NCIC for the record search, but sites were identified only for those portions of each quadrangle found within Amador County.

The quadrangles are presented in the table in alphabetical order rather than by geographic relationship, site density, or other relationship. The quadrangles in the eastern portion of the County have lower known site totals, in part because much of that land is owned by the federal government, is not a part of the County’s jurisdiction, and is therefore beyond the parameters of the record search.
Figure CR-1 redacted at the request of the State Office of Historic Preservation
Figure CR-2 redacted at the request of the State Office of Historic Preservation
Figure CR-3: Mining Resources
Figure CR-4: Non-Mining Historic Cultural Resources
<table>
<thead>
<tr>
<th>Quadrangle Name</th>
<th>Prehistoric Sites</th>
<th>Mining-Related Sites**</th>
<th>Other Historic Sites***</th>
<th>Combined Prehistoric and Historic Sites</th>
<th>Totals</th>
<th>NRHP or SHL****</th>
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<td>297</td>
<td>45</td>
<td>1066</td>
<td>19</td>
</tr>
</tbody>
</table>

* Excludes portions of the county owned or operated by the Federal Government (U.S. Forest Service or Bureau of Land Management).
** Sites likely related to mining activity, although some ditches may have been used for agriculture.
*** Sites may be related to mining (such as roads) but are not conclusive in origin.
**** National Register of Historic Places or State Historic Landmark
Source: Compiled by EDAW 2006
Prehistoric Sites

Prehistoric sites have been grouped into three separate categories for ease of analysis, but frequently are found in combination. These categories have been used historically by archaeologists to indicate the types of activities that were believed to occur at those specific locations. Half of the prehistoric sites known in Amador County are located on the Amador City, Ione, Irish Hill, and Wallace quadrangles. As described above, this is at least partially an outcome of development activity. As these are the most densely populated parts of the county, they have the most infrastructure, which has resulted in numerous cultural resources surveys and sites that have been identified and recorded. The following categories of sites are not meant to be all-inclusive or mutually exclusive, but rather to represent the majority of the prehistoric site types known in the region. Figure CR-2 shows the approximate locations of known prehistoric sites, which generally follow water sources.

**Bedrock Mortars:** Bedrock Mortars (BRMs) are deliberately produced holes made by pecking into granitic bedrock outcrops. They are used for the initial stages of grinding acorns into flour. After acorns are ground sufficiently in a mortar, the acorn meal is typically placed in a sand basin or a basket and water is leached repeatedly through the meal to remove tannins that render it inedible. The resulting flour can then be used or stored for future use. BRMs tend to be found in locations that include acorn-bearing oak trees, a water source, and bedrock all in close proximity. BRMs are ubiquitous to the California foothills and yet still render information regarding prehistoric lifeways.

**Occupation Sites:** Occupation sites present some evidence of longer or repeated use over time. They are characterized by dark, richly organic soils that develop when refuse accumulates and can sometimes be seen as an artificial mound on the landscape. Artifacts from daily habitation at these sites typically include stone and bone tools or fragments of tools; faunal (food) remains; and occasionally, house pits, petroglyphs or pictographs. House pits are small depressions which have been capped by some sort of structure (now gone) and inhabited by family groups. Occupation sites may also include ceremonial structures such as round houses, and may include Native American burials as it was a common cultural practice to inter the dead near the community.

**Traditional Cultural Properties:** These properties may be more difficult to identify as there may be no physical marker such as a BRM or occupation mound. Traditional Cultural Properties (TCPs) may consist of gathering areas, religious sites, or mythic locations. Traditional, in this context, refers to those beliefs, customs, and practices of a living community of people that have been passed down through the generations, usually orally or through practice. Therefore, the traditional cultural significance of a historic property is
derived from the role the property plays in a community’s historically rooted beliefs, customs, and practices (National Register Bulletin 38).

A TCP can be defined generally as a property that is eligible for inclusion in the National Register of Historic Places because of its association with cultural practices or beliefs of a living community that are rooted in that community’s history and are important in maintaining the continuing cultural identity of the community.

Gold Mining-Related Sites

Miners and Prospect Locations: Gold mining has enormous historical significance in Amador County and has literally shaped the landscape in many areas by leaving behind visible evidence. Larger mining landscapes might include open pits, sluice boxes, placer-scoured stream channels, ditches, open adits (entries) or shafts, enormous tailings piles, and habitation areas. Smaller sites can contain any combination of these features. One frequently identified site is a prospect pit, where a small experimental excavation was undertaken to determine the likelihood of finding veins worth mining.

Figure CR-3 depicts known mine sites; the groupings of mines can be interpreted as following gold-bearing geologic strata; linear ditches and canals are generally found running from a higher-elevation water source down to the mine complex.

As shown in Table CR-1 and Figure CR-1, numerous archaeological resources (mostly prehistoric sites) are located within Amador County. Archeological sites frequently are not visible to the untrained eye and are less prominent on the landscape than standing historic resources.

Other Types of Historic Sites

Ranches, Cabins, Hydroelectric, Architectural Features, Roads and Trails: Numerous other historic resources have been identified in Amador County, such as ranches and farms, cabin locations, historic houses and buildings, large hydroelectric facilities originating in the Sierra Nevada mountains, roads, trails, logging encampments, fire towers, cemeteries, walls and fences, and mills. A number of clay mines are located within the County, as gold was not the only mined resource. Some of these other historic sites may be related to gold mines (some of the early-established roads for example), however there may not be conclusive proof of this relationship.
Combined Prehistoric and Historic Sites

A certain number of sites were found in combination, such as historic homestead sites and prehistoric sites. The same types of resources may have been exploited by both the historic and prehistoric occupants, such as nearby water and level land. Thus, these types of sites may be found together. In other instances, it is more likely to be coincidence, such as when prehistoric sites are later intersected by mining or logging efforts.

The historic character of Amador County is clearly visible in the buildings, towns, mines, ditches, and ranches scattered across the countryside.

Cultural Landscapes

The National Park Service (NPS) is the guiding force for cultural landscape identification, evaluation, and management in the United States. As defined by the NPS, a cultural landscape is a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person; or exhibiting other cultural or aesthetic values.

The NPS defines four general types of cultural landscapes, which are not mutually exclusive: historic sites, historic designed landscapes, historic vernacular landscapes, and ethnographic landscapes. Historic vernacular landscapes are most prolific, as they have developed without the direct involvement of a professional designer, planner, or engineer. They are ordinary places that reflect the customs and everyday lives of people.

Many methods are available for identifying landscape characteristics, including plant inventories, archaeological and architectural investigations, ethnographic interviews, tree coring, aerial photography, topographic and hydrographic surveys, geophysical surveys, soil analyses, mapping, and historic research. Available tools include magnetometers, ground penetrating radar, electrical resistivity and electromagnetic conductivity equipment, global positioning systems, and geographic information systems (GIS).

Historic research is important to the identification and evaluation of the landscape, but equal consideration must also be given to “reading the landscape” (Page et al. 1998). Although people read landscapes on many levels, including “landscape as nature, habitat, artifact, system, problem, wealth, ideology, history, place and aesthetic,” it is recommended that the landscape always be read in its context of place and time (Birnbaum 1994).

Cultural Resources Sensitivity Guidance

Examination of Figures CR-1 through CR-4, as well as historic maps, provides some ability to predict the locations of as-yet unknown cultural resources. Mining in Amador County has not been limited to gold. Historic clay and coal mines are also located in the western part of the County, and the regions in and around those mines may be expected to include related resources. East of Ione and west of SR 49, there is a north-south belt of copper ore and a series of related mines. SR 49 runs along a similar north-south belt of
gold-bearing quartz veins and thus helps to define a long, narrow series of hard-rock veins. Another large region of gold mining activity exists near the Volcano/West Point area. Each of these mining areas might reasonably indicate a higher likelihood of historic resources related to mining or support for mining. Both the Cosumnes and Mokelumne Rivers were extensively mined as well.

Prehistoric resources can be found through an association with available natural resources, including water, types of food, or stone outcrops that supply materials for tool-making. With these factors in mind, it would be reasonable that river and creek drainages have an increased likelihood of containing prehistoric cultural resources. Given the known information regarding cultural resources, physical geography and mine resources, an initial cultural sensitivity map (Figure CR-5) can be developed.

**Review of Current General Plan**

No section of the current General Plan addresses cultural resources. See Attachment A, for sample cultural resources goals and policies from the Calaveras County General Plan, some of which may also be applicable in Amador County.

Objectives of the current General Plan update include providing a general understanding of the types and likely locations of cultural resources within the County, establishing policies to ensure protection of significant resources, and consulting with affected tribes pursuant to SB18.

**General Plan Issues**

Based on input from the public and members of the GPAC, the direction and content of the emerging General Plan vision statement, and State General Plan and CEQA requirements, following are key cultural resources issues to be considered by the GPAC, the public, and decision-makers in updating the Amador County General Plan.

**Issue CR-1: Resource Sensitivity Zones**

As seen in Figures CR-2 through CR-4, different types of cultural resources (prehistoric archaeological sites, mining locations, historic non-mining sites) have been identified in somewhat predictable locations; that is, prehistoric archaeological sites are frequently located near a ready water source on relatively level ground; mining sites follow identifiable geological strata that include ore-bearing material. Non-mining-related historic sites are not as easily to predict since they can represent a wide range of activities across the landscape. However, there is still an element of regularity; camps, ranches, and farms are likely to be positioned within relatively easy reach of water; roads run between major historic features such as mines and settlements; lumber mills are found in more densely wooded regions as the terrain increases in elevation.

The somewhat predictable nature of these resources can be used to create a cultural resource sensitivity map that extends from known resource locations into unknown but more or less likely additional resource locations. This map can then be used as a planning tool when attempting a preliminary assessment of future development project impacts to
cultural resources. Should Amador County generally seek to protect sensitive areas with cultural resources by directing development away from such sites?

**Issue CR-2: Preserving or Enhancing Archaeological Sites and Artifacts**

As shown in Table CR-1 and Figure CR-1, numerous archaeological resources (mostly prehistoric sites) are located within Amador County. Archeological sites frequently are not visible to the untrained eye and are less prominent on the landscape than standing historic resources. However, they represent the legacy of Native American culture in the region and are no less important because of their low profile.

Under the CEQA Guidelines (Section 15064.5), a historic (significant) resource is a resource (from the prehistoric or historic-era) that is listed on or eligible for listing on the National Register of Historic Places, California Register of Historical Resources, a or local register. If a project causes a substantial adverse change in the significance of an historic resource (alters the qualities that make it eligible for listing), that project may have a significant effect on the environment. Documentation of the resource may not completely ameliorate project effects, however some level of documentation is required to make the decision regarding site eligibility.

Generally, site preservation methods such as avoidance, capping, recordation, or excavation, and degrees of impact, have to be evaluated on a case-by-case basis. Frequently, a prehistoric resource is eligible to a Register because of the potential information contained within that archaeological site. The degree of impact a project has on that site, then, is in direct relationship to how much information is lost because of damage to, or destruction of, the site. Destruction of a large percentage of a site could represent a significant information loss. On the other hand, destruction of a small segment of a mile-long mining ditch may not have a significant impact on that ditch, because so much is left intact.

- Should the county work with property owners in protecting archeological sites and artifacts through various incentives (financial incentives, development incentives, etc.)?

**Issue CR-3: Preserving the Historical Character of the County**

The historic character of Amador County is clearly visible in the buildings, towns, mines, ditches, and ranches scattered across the countryside. To the degree possible, these structures and large landscape features should be preserved. Development of interpretive materials and/or opportunities for public information dissemination could be valuable in maintaining interest and enthusiasm for historic preservation. What are key historical features of the County that should be preserved? How important is the cultural/historic character of the County to the local economy? Should the County seek to provide education on, and interpretation of, these historical resources?
Figure CR-5: Cultural Resource Sensitivity
Issue CR-4: Encouraging Preservation, Restoration, and Enhancement of Unique Historic Sites

The presence of numerous historic features offers a great opportunity to interpret Amador County's past. The combination of prehistoric, mining, and non-mining historic sites throughout the County is a reminder of how various phases of history blend together and interact across the landscape. The development of historic districts could enhance the interpretive value of these unique landscapes, promoting preservation and enhancement of the resources as part of the landscape. Should the County work with property owners and residents to establish historic districts where appropriate?
References


ATTACHMENT A

Cultural Resources Section from Calaveras County