APPENDIX C
Cultural Resources Assessment

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Phase I Cultural Resources Assessment for the Collins Island Bridge Replacement Project

Newport Beach, Orange County, California

Prepared for:
City of Newport Beach
100 Civic Center Drive
Newport Beach, CA 92660

Prepared by:
Susan Wood, PhD
Marc Beherec, PhD, RPA
Josh Rawley, MA

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Project No. JN 191636

January 2024

National Archaeological Database (NADB)
Type of Study: Literature Search, Intensive Pedestrian Survey, Significance Evaluation
New Sites: Waters Way Bridge (No. 55C-0265)
Updated Sites: None
USGS 7.5' Quadrangle: Newport Beach OE S
Acreage: 1.1 acres
Level of Investigation: Section 106 NHPA; CEQA Phase I
Keywords: Collins Island; Newport Beach; Waters Way Bridge; Caltrans Bridge No. 55C-0265

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EXECUTIVE SUMMARY

The City of Newport Beach (City) proposes the Collins Island Bridge Replacement Project (Project). The Project proposes the replacement of the Waters Way Bridge (No. 55C-0265), which connects Balboa Island with Collins Island; seawall improvements; and future pump station accommodations. The Project is subject to compliance with the California Environmental Quality Act (CEQA) and Section 106 of the National Historic Preservation Act of 1966 as amended for a permit under Section 404 of the Clean Water Act. Applicable regulations include the National Environmental Policy Act, CEQA, and local regulations. The City is the CEQA lead agency, and the US Army Corps of Engineers (USACE) is the lead agency for Section 106. This Phase 1 Cultural Resources Assessment is produced compliant with CEQA and USACE Section 106 standards.

In support of the Project, Michael Baker International conducted background and archival research; South Central Coastal Information Center records search; Native American Heritage Commission Sacred Lands File search; historical society consultation; an archaeological and built environment field survey; buried site sensitivity analysis; and a National Register of Historic Places (National Register) and California Register of Historical Resources (California Register) evaluation of one historic-period built environment resource, the Waters Way Bridge (No. 55C-0265). These efforts were completed to determine whether the Project could result in significant impacts to historical and archaeological resources as defined by CEQA Section 15064.5(a) or adverse effects to historic properties as defined by 36 Code of Federal Regulations (CFR) 800.16(l)(1).

Based on the results of the study, one historic-period built environment resource, the Waters Way Bridge (No. 55C-0265), was identified in the area of potential effect (APE) and evaluated as ineligible for the National Register and California Register, and therefore is not a historic property as defined by 36 CFR 800.16(l)(1) or historical resource as defined by CEQA Section 15064.5(a). As such, no further work is recommended for this resource. No archaeological resources were identified within the APE, and the sensitivity for potential buried resources is low. A finding of no historic properties affected with conditions under Section 106 and less than significant impact with mitigation incorporated under CEQA is appropriate for the Project. Refer to recommended mitigation measures in Chapter 6.

TABLE ES-1. CULTURAL RESOURCES WITHIN THE APE

Resource Name	Description	National/California Register Evaluation Recommendation	Historic Property/ Historical Resource
Waters Way Bridge (No. 55C-0265)	Automobile bridge	Ineligible	No

1.0 INTRODUCTION

The City of Newport Beach (City) proposes the replacement of the Waters Way Bridge (No. 55C-0265) which connects Balboa Island with Collins Island; seawall improvements; and future pump station accommodations. The Collins Island Bridge Replacement Project (Project) site is within the US Army Corps of Engineers' (USACE) jurisdictional boundaries; therefore, a USACE permit is anticipated, and compliance with the requirements of Section 106 of the National Historic Preservation Act (NHPA) is needed. The USACE is the lead agency for Section 106 compliance. Because the Project also requires discretionary approval from the City, the California Environmental Quality Act (CEQA) requirements also pertain. The City is the CEQA lead agency.

1.1 PROJECT LOCATION

The Project site is located in the City of Newport Beach in Orange County, California. The Project site is the Waters Way Bridge (No. 55C-0265), colloquially known as the Collins Island Bridge, and its immediate vicinity on Balboa Island in Newport Bay. Collins Island is located on the western tip of Balboa Island and is connected to the greater Balboa Island via the Collins Island Bridge. Regional access to the Project site is provided via State Route 1 (SR-1; Pacific Coast Highway) and local access to the site is provided via Marine Avenue (across the Balboa Island North Channel), and North Bay Front and Park Avenue on Balboa Island (**Figure 1**). The Project site is within Section 35 of Township 6 South and Range 10 West, San Bernardino Baseline and Meridian of the Newport Beach OE S, California 7.5-minute US Geological Survey (USGS) topographic quadrangle (**Figure 2**).

1.2 PROJECT DESCRIPTION

The Project includes three major components: 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations.

Bridge Replacement: The proposed new bridge would be designed to be a total of 20 feet and 6 inches in width to accommodate one vehicle travel lane that is 13 feet and 9 inches wide, one 4-foot-wide sidewalk, and concrete barriers on each side to provide protection from projected sea level rise. The bridge would be 31 feet in length spanning over existing concrete sheet pile bulkheads. The existing bridge slope along the roadway and sidewalk bridge approaches on both sides of the bridge exceed 5 percent. Therefore, the Project includes adjusting the profiles to comply with Americans with Disabilities Act standards. Landscaped areas and the bridge monument would also be improved to increase sight distance along the adjacent walkways to increase pedestrian safety. A new stop sign and limit line would also be added at the intersection on both ends of the bridge.

Additionally, street, sidewalk, and landscaping improvements are proposed on the Balboa Island side along the Bay Front sidewalk and Park Avenue eastward until the alley. Anticipated improvements include monument sign construction, irrigation, paving, and landscaping.

Seawall Improvements: The Project includes increasing the height of existing seawalls adjacent to the bridge to protect properties from water levels associated with high tides and storm surges and anticipated future water surface elevation increases due to climate change. Currently, most seawalls along Collins Island Bridge and the Bay Front sidewalk consist of concrete sheet pile bulkheads with a concrete cap

(coping) elevation of approximately 9 feet North American Vertical Datum of 1988 (NAVD 88). The proposed seawall improvements would be designed to have a top of wall coping elevation of 11 feet NAVD 88 with a future cap extension elevation up to 14 feet NAVD 88.

To maintain consistency between Collins Island and Balboa Island, existing seawalls along the Bay Front sidewalk would also be improved to meet Americans with Disabilities Act requirements and to accommodate future sea level rise. The Bay Front sidewalks adjacent to the new proposed seawalls would be raised to provide a minimum of 42 inches from sidewalk to top of coping.

The new seawalls would be designed to allow access to existing boat ramps and docks. However, certain docks would be temporarily relocated during construction activities. Where possible, the existing concrete sheet pile bulkhead system would remain in place to reduce disturbance and associated environmental impacts. In the case of Bay Front sidewalk seawall improvements, new steel sheet piles would be placed seaward from the existing concrete sheet piles. A new sidewalk and parapet cap would provide seawall protection.

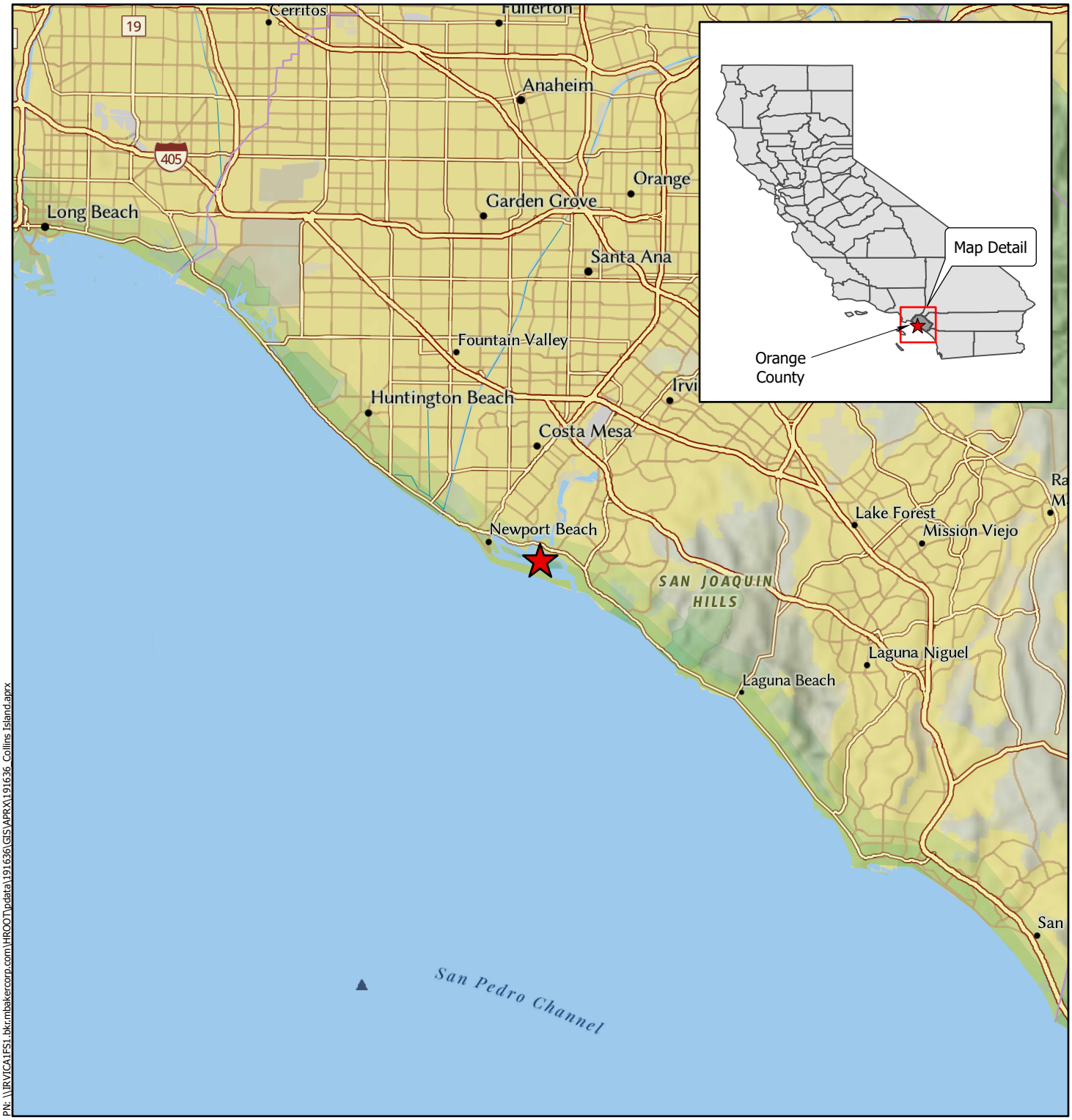
Future Pump Station Accommodations: The City is currently in the process of designing a new stormwater pump station on Park Avenue near the Collins Island Bridge as part of a separate project. The pump station is designed to have discharge outlets located near the east abutment of the Collins Island Bridge (Waters Way Bridge [No. 55C-0265]). As such, given that the Project and pump station project are being designed concurrently, the Project includes pump station accommodations to convey anticipated stormwater outflow into the bay adjacent to the new bridge. Specifically, weir structures would be constructed adjacent to the proposed seawalls along the east abutment of the bridge to control the rate of stormwater outflow. In addition, portions of the future pump station outlet pipes that connect to the weir structure are proposed within this project. Two outlet pipes are proposed on the northern side of the bridge and two outlet pipes are proposed on the southern side of the bridge. It should be noted that while the pump station project is being designed by the City concurrently with the Project, the pump station project is not a part of the Project and would be approved separately.

1.3 AREA OF POTENTIAL EFFECTS

According to Section 106 of the NHPA, the area of potential effects (APE) is:

[T]he 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 Code of Federal Regulations [CFR] 800.16[d]).

An APE for this Project was delineated pursuant to Section 106 of the NHPA. The APE includes the approximately 1.1-acre footprint of the planned bridge and seawall work, including the impacted part of Park Avenue, overlapping boat docks and slips, and the adjacent waters. This APE includes any area where historic properties may be directly or indirectly affected by Project-related activities. The vertical APE for the Project is limited to the maximum depth of ground disturbance required for the Project. Error! R eference source not found.**Figure 3** depicts the APE.



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Legend

★ Project Area

Michael Baker INTERNATIONAL

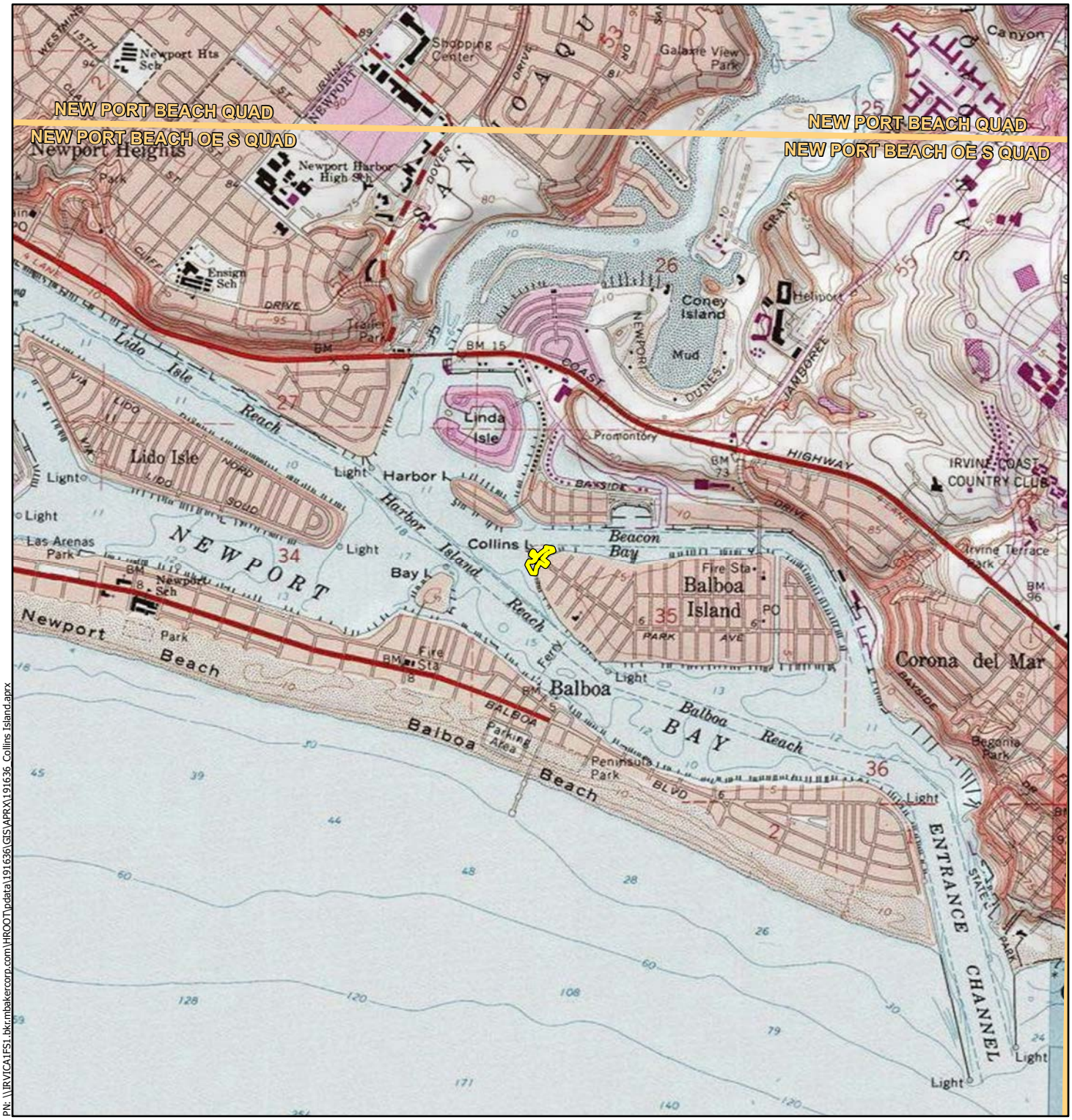
0 2.5 5 Miles

Source: Esri, ArcGIS Online, National Geographic World Map: *Newport Beach, California*

COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA

Regional Vicinity

Figure 1



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Legend

Project Area

Michael Baker INTERNATIONAL

0 0.25 0.5 Miles

Source: Esri, ArcGIS Online, Newport Beach OE S USGS 7.5-Minute topographic quadrangle maps: *Newport Beach, California*

COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA

Project Vicinity

Figure 2

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Legend

Area of Potential Effects

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0 50 100 Feet

Source: Esri, ArcGIS Online, 2023 Nearmap Imagery: *Newport Beach, California*

COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA

Area of Potential Effects

Figure 3

2.0 ENVIRONMENTAL SETTING AND BACKGROUND

2.1 NATURAL SETTING

California is divided into 11 geomorphic provinces, each defined by unique geologic and geomorphic characteristics. The APE is in the northern Peninsular Ranges geomorphic province. This province is characterized by a series of ranges separated by northwest trending valleys running roughly parallel to the San Andreas Fault. The Los Angeles Basin and the continental shelf are included in this province. The bedrock consists of granitic rock intruding older metamorphic rocks (CGS 2002).

The geology of the Newport Beach area was mapped at a scale of 1:100,000 by V. E. Langenheim et al. (2006). The APE is denoted simply "Q," indicating that it is underlain by geologic units deposited during the Quaternary period (2,588,000 years ago to present). Approximately 0.6 acres, or 53.9 percent of the APE, is covered in surface water. The remaining 0.5 acre, or 46.1 percent of the APE, is mapped as beach sands (NRCS 2023).

In its natural state, the Newport Beach coastline was rich in animal and plant life. The APE is located in what was once marshland, where various birds, cattails, willows, reeds, insects, various small crustaceans, fish, and shellfish abounded (California State Water Resources Control Board 1979).

2.2 CULTURAL SETTING

This section provides a brief summary of the prehistoric record and ethnohistoric and historic settings of the APE.

2.2.1 Prehistoric Period

The APE is within coastal Southern California, an area where the prehistoric record is better documented than in many other regions in the state. The summary of the prehistoric occupation of the region here follows the general cultural history schema of Southern California prehistory documented in past work (e.g., Glassow et al. 2007; ICF 2021; Moratto 1984; Waugh 1999).

The prehistoric occupation of Southern California is divided chronologically into four temporal phases or horizons (Moratto 1984). Horizon I, or the Early Man Horizon, began at the first appearance of people in the region (approximately 12,000 years ago) and continued until approximately 5,000 BC. One of the oldest archaeological finds in the region is Daisy Cave, on San Miguel Island, where cultural remains have been radiocarbon dated to between 11,100 and 10,950 BC (Moratto 1984). These early occupants of Southern California are believed to have been nomadic large-game hunters whose tool assemblage included percussion-flaked scrapers and knives; large, well-made stemmed, fluted, or leaf-shaped projectile points (e.g., Lake Mojave, Silver Lake); crescentics; heavy core/cobble tools; hammerstones; bifacial cores; and choppers and scraper-planes. Warren (1968) and Wallace (1955) suggest that the absence of milling tools commonly used for seed preparation indicates that an orientation toward hunting continued throughout this phase.

Horizon II, also known as the Millingstone Horizon or Encinitas Tradition, began around 5,000 BC and continued until approximately 1,500 BC. The Millingstone Horizon is characterized by the widespread use

of milling stones (manos and metates) and core tools, with few projectile points or bone or shell artifacts. This horizon represents a diversification of subsistence activities and a more sedentary settlement pattern. Archaeological evidence suggests that hunting became less critical and that a reliance on collecting shellfish and vegetal resources increased (Moratto 1984: 159). The inland occupants collected primarily hard seeds and hunted small mammals; projectile points were more common in inland assemblages.

A greater emphasis on seed gathering marked the general settlement and subsistence patterns of Horizon II. Coastal and inland sites exhibit shallow midden accumulations, suggesting seasonal camping, and midden accumulation at desert locales dating to this period is generally rare. Based on the distribution of sites assigned to this period, aboriginal groups likely followed a modified, centrally based wandering pattern, with an inferred shift toward enhanced logistical settlement organization (Warren 1968). In this semisedentary pattern, larger groups occupied a base camp for a portion of the year, while smaller groups used satellite camps to exploit seasonally available floral resources such as grass seeds, berries, tubers, and nuts. King suggests that the coastal sites probably represent more permanent occupations than those found in the interior because coastal inhabitants were sustained by more reliable and abundant food resources (King 1967).

Horizon III, the Intermediate Horizon or Campbell Tradition, began around 1,500 BC and continued until approximately AD 600–800. Horizon III is defined by a shift from the use of milling stones to increased use of mortar and pestle, possibly indicating a greater reliance on acorns as a food source. Projectile points become more abundant and, together with faunal remains, indicate increased use of both land and sea mammals (Moratto 1984: 159).

Horizon IV, the Late Horizon, which began around AD 600–800 and terminated with Spanish colonization in 1769, is characterized by dense populations; diversified hunting and gathering subsistence strategies, including intensive fishing and hunting for sea mammals; extensive trade networks; use of the bow and arrow; and a general cultural elaboration (Moratto 1984: 159). All regional chronological sequences recognize the introduction of the bow and arrow at about AD 500 by the appearance of small arrow points and arrow-shaft straighteners. Diagnostic artifacts for the Late Horizon include small triangular projectile points, mortars and pestles, steatite ornaments and containers, perforated stones, circular shell fishhooks, numerous and varied bone tools, and bone and shell ornamentation. Elaborate mortuary customs, generous use of bitumen (i.e., tar), and the development of extensive trade networks are also characteristic of this period. Pottery, ceramic pipes, cremation urns, rock paintings, and some European trade goods were added to the previous cultural assemblage during the latter half of the late prehistoric occupation of the Southern California coastal region (Meighan 1954).

2.2.2 Ethnographic Setting

The earliest written records of the Native American population come from when Spanish explorers first visited the coast of southern California in 1542. San Pedro Bay was one of the first parts of Los Angeles County encountered by these seafarers. In 1542, the Cabrillo expedition visited the bay and called it Baia de los Fumos. Cabrillo and his men interacted with the Gabrielino people, who came to meet their ships in a canoe. The bay was visited again in 1602 by the Vizcaino expedition (McCawley 1996: 64). But European settlement did not begin in the area until 1769, when Gaspar de Portola led an exploratory

mission intended to open up Alta California to settlement. Portola met several friendly Native American groups which were described by his diarist, Fray Juan Crespi (Crespi and Brown 2001), although the expedition passed well inland from Huntington Beach and their journals therefore give little information specific to the APE (Meadows 1965; Smith 1965).

On September 8, 1771, Franciscan friars established Mission San Gabriel Arcángel. The APE was located within the area allotted to Mission San Gabriel, and the Franciscans called the local Native Americans Gabrielinos after the mission.

Gabrielino territory included the Los Angeles Basin as far south as Aliso Creek, parts of the Santa Ana and Santa Monica Mountains, and San Clemente, San Nicolas, and Santa Catalina Islands. Gabrielino villages were located near the coast and along the rivers and creeks, where villages houses, formed of domed semipermanent structures the Spanish likened to half-oranges, centered around a temple and the home of the village chief. The resource procurement area claimed by these villages spread around the village center, abutting against the territories of nearby villages. Some village sites are shown on Spanish or Mexican period maps. The area was surveyed when California was acquired by the United States, however, no early American surveyors mapped the villages as they did elsewhere in California. Rapid development in the nineteenth and twentieth centuries, along with the irregular flow of the area's drainages led to the destruction of the villages. Archaeologists and ethnologists rely on American-period historical documents, the oral histories of the Gabrielino themselves, and archaeological finds to pinpoint village locations. A study was performed on locations of some Gabrieleno villages was just released (Mapping Los Angeles Landscape History: The Indigenous Landscape, October 9, 2023, prepared by the University of Southern California).

Although Newport Beach would have been an ideal location for hunting and gathering the rich estuarine biota, frequent flooding and the shifting mouth of the Santa Ana River would have made permanent settlement in most of coastal Newport Beach nearly impossible in the prehistoric period. Archaeological sites tend to be light shell scatters on high knolls or bluffs, where hunting and gathering parties passing through the area left ephemeral deposits. However, one place name, Kengaa or Gengara, is known to have existed on Upper Newport Bay. The place is mentioned in records from Mission San Juan Capistrano and appears to have been inhabited as late as 1829 or 1830, and Newport Bay was known as the Bay of Gengara as late as 1853 (McCawley 1996: 72).

Maps show Gabrielino villages known or suspected to be located in the vicinity of Newport Beach. Kroeber's map "Native Sites in Part of Southern California" shows no villages within the APE, but Lukup appears on the west bank of the Santa Ana River northwest of the APE, and Moyo appears east of the APE (Kroeber 1925: Plate 57). The *Kirkman-Harriman Pictorial and Historical Map of Los Angeles County, A.D. 1860*, which was prepared in 1937 but intended to represent the area as it existed nearly 80 years earlier, shows an unlabeled village east of Upper Newport Bay. The Southwest Museum's map shows archaeological sites along the Santa Ana River and San Diego Creek, as well as villages it labels Lupukngna and Moyongna in the same places that named villages are shown by Kroeber (Johnston 1962: x). Unfortunately, these maps are of too coarse a scale to identify exact distances to the APE itself, but it is clear that none of these villages are located within or adjacent to the APE.

The Gabrieleno Band of Mission Indians identify three villages around Newport Bay including Lupukugna on the west bank of the bay adjacent to the Santa Isabella Channel, Moyongna on the east bank of the Bay, and Kenyaanga, located on the bluffs of the Banning Ranch near the Santa Ana River. No villages would have been located adjacent to Newport Bay, including what is now the locations of the Collins Island Bridge, as this area was all wetlands and mudflats. The resource procurement areas of these known villages would have included the immediate vicinity, and the Area of Potential Effects (APE) would have been claimed by one of these villages.

2.2.3 Historic Setting

Regional Development

Many histories of the greater Orange County region begin with the settlement of Spaniards from Mexico in 1784. The beginning of land development in Orange County can be traced to Spanish rule, when the government gave Manuel Nieto permission in 1784 to occupy the land between what is today northern Orange County and the southern region of Los Angeles County. Soon after, the Spanish government also permitted Juan Pablo Grijalva to occupy lands in the region. Nieto and Grijalva and their descendants operated cattle ranches on these lands after Mexico broke away from Spain in 1824. The land that would become modern-day Newport Beach was a swampland and ignored by the Spanish and Mexican settlers in the region. It was not until after the Mexican American war when the United States took control over the region and made California a state in 1850 that any real settlement in the area took place. Given the inhospitable terrain, the State of California sold land in present-day Newport Beach for $1 an acre. After the Civil War, many people from the eastern United States immigrated to the area for the cheap land. (Baker 2004; Chattel Architecture, Planning & Preservation, Inc. 2006; Orange County Historical Society 2023)

Newport Beach

The vicinity of present-day Newport Beach was settled during the late nineteenth century by James McFadden and other ranch owners. Making his homestead in the Lower Bay in 1868, McFadden saw potential for the area to rival the deep-port town of Wilmington to the north. McFadden bought much of the undeveloped land, and the area was soon known by residents as “Newport.” In 1888, McFadden sought to fully realize his vision and transformed the isolated settlement by building a wharf that extended from the shallow bay to deeper water where large steamers could dock. As a result, shipping activity increased dramatically, and Newport Beach became a vibrant Southern California shipping town. In 1902, McFadden sold much of his land—the Newport Townsite and half of the Balboa Peninsula—to William Collins, who continued to develop Newport Beach. In 1905, the Pacific Electric Railroad established a line to Newport Beach, connecting the growing beachside town to Los Angeles by rail. Public transit brought new visitors to the waterfront, and developers, like Collins, took advantage of the opportunity and constructed small hotels and beach cottages that catered to the tourist industry. The City of Newport Beach incorporated in 1906 and continued to grow, spurred on more as the Pacific Coast Highway was opened in 1926, the North Harbor was dedicated in 1936, and the Santa Ana Freeway (I-5) was built in the 1950s. Newport Beach—like many cities across the state—experienced a period of unprecedented population growth during and following World War II as a result of wartime construction industries, expansion of regional transportation networks, and abundance of local recreation amenities. By the latter

decades of the twentieth century, service, retail, and professional industries supplanted fishing and shipping as the region's economic base (City of Newport Beach 2022; USGS 1949, 1951, 1965; Novak 2008).

Balboa Island and Collins Island

In 1905, Collins dredged a channel on the north side of the bay, and deposited sand and silt on the tidelands. In 1909, Collins received permission from the Orange County Board of Supervisors to move the small dredge to the eastern part of Newport Bay. Collins created Balboa Island from this fill. Soon after, Collins began sending salesmen to Los Angeles and Pasadena to promote property around Newport Harbor. Originally, Collins sold lots on Balboa Island for $25, with promises of street paving, sewers, streetlights, and bridge and ferry access to follow. Many lots on Balboa Island were sold to wealthy Pasadena families, and many longtime island residents continue to have family ties to the Pasadena area (Baker 2004; Visit Newport Beach 2023).

Major infrastructure improvements did not reach Balboa Island until 1916 when the City of Newport Beach annexed the site. Prior to Balboa Island's incorporation into Newport Beach, residents had built a cement seawall and pedestrian bridge (1912) and connected waterlines by 1914. By 1920, the City of Newport Beach had added a paved road, gas lines, and a ferry service to the island that caused a boost in residential occupation. In 1929, City engineers built a concrete bridge to replace the wooden bridge that had previously connected Balboa Island to the mainland. Between 1930 and the 1950s, entrepreneurs capitalized on increased island access and opened commercial businesses, including restaurants and a market. Most of this new development was concentrated along Marine Avenue. Since 1930, the population has increased exponentially from 100 permanent residents to over 4,500 (Baker 2004; Visit Newport Beach 2023).

Just as William Collins created Balboa Island in the early 1900s by depositing sand and silt in the bay, he also created a smaller island directly west of the site, separated from Balboa Island by a narrow channel. In 1910, on this piece of land, he built his "castle," a sprawling house where he lived with his wife Apolonia until he sold the island in 1926. At some point prior to selling, Collins constructed a Japanese-style footbridge that connected Collins Island with Balboa Island (**Figure 4**). Later, the island became known as Collins Island in honor of its original inhabitant. (*Covina Argus* 1926; *Los Angeles Times* 1953a; Smart 1989).

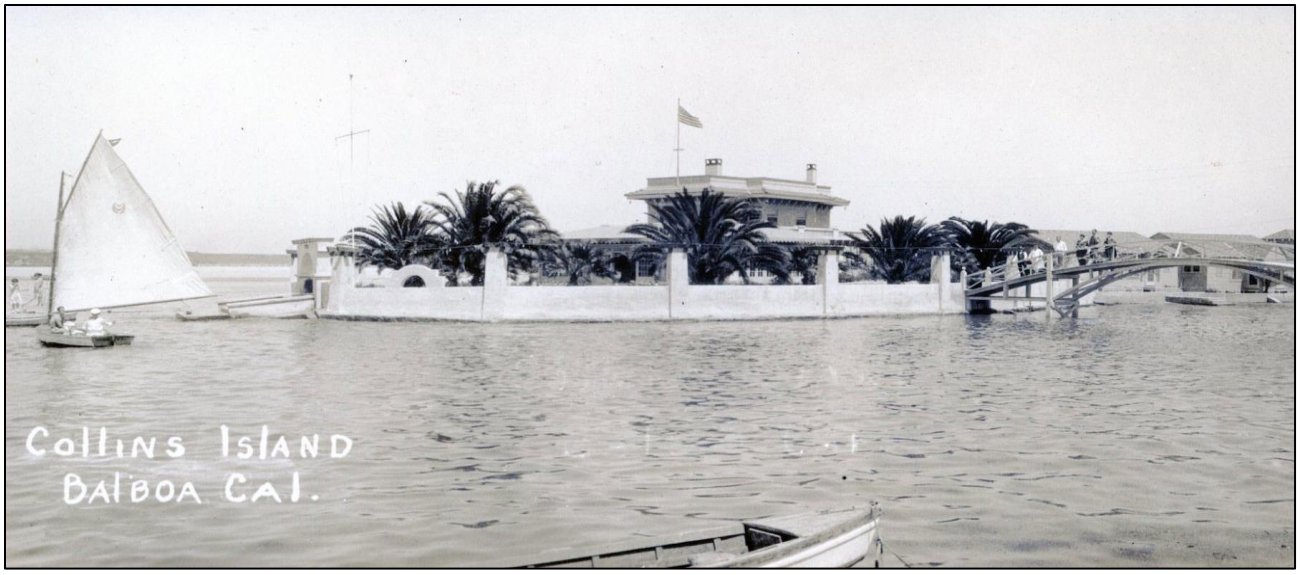

FIGURE 4: CIRCA 1930S PHOTOGRAPH DEPICTING THE FOOTBRIDGE ON THE RIGHT (COURTESY OF THE CITY OF NEWPORT BEACH)

In 1926, a group of Hollywood businessmen bought the Collins Island property and transformed it into the Balboa Yacht and Swimming Club. These developers made improvements to transform Collins's former house into a clubhouse, with locker rooms, a pool, and handball courts. The club was short-lived; however, actor James Cagney purchased the island for $32,000 in 1938. During World War II, the Coast Guard used Collins Island as a base for the Volunteer Port Security Force, though the Coast Guard quickly vacated the area after the war (*Anaheim Gazette* 1944; *News-Pilot* 1938; *Santa Ana Register* 1926).

After the war, George McNamara bought Collins Island, and in 1953 removed Collins's former house. McNamara expanded the island with the construction of a cement bulkhead. He also had the island zoned to accommodate eight residential lots large enough to accommodate houses of 3,500 square feet. McNamara constructed an automobile bridge to connect Collins Island and Balboa Island, and a paved automobile area was added to the center of the island. Telephone and utility lines were connected underground. McNamara kept two of the lots for himself and sold the remainder lots for between $40,000 and $70,000. In 1959, McNamara deeded the subject bridge to the City of Newport Beach. Historical aerials suggest the island has remained relatively unchanged since the last residential lot was developed sometime prior to 1972. (*Anaheim Bulletin* 1953; City of Newport 1959; *Los Angeles Times* 1953a; NETR 2023)

Reinforced Concrete Bridges

After 1910, bridge designers increasingly used concrete reinforced with steel embedded rods as an effective means of improving the strength of concrete. Engineers already recognized concrete for its strength; however, it was susceptible to cracking under compression. As bridge load requirements increased in the early twentieth century, reinforced concrete improved bridge construction and sustainability. By the mid-1930s, the California Division of Highways and local agencies constructed most of their new bridges with reinforced concrete. Reinforced concrete (and later prestressed concrete) was used for arches as well as slab, t-beam, and girder bridges. The cast-in-place method, the method used

for the subject bridge, is where liquid concrete is poured into forms at the bridge site. In the mid-twentieth century, engineers developed the pre-cast method where bridge elements could be poured elsewhere and moved. By the 1950s, over 90 percent of bridges were constructed of concrete due to the innovation of reinforced box girders and prestressed concrete, which allowed for longer spans and more control of greater control over load capacity. The height of bridge construction in California occurred during the 1960s and into the early 1970s, including construction of more than half of all concrete road bridges in California (JRP Historical Consulting Services 2003: 47-57).

Concrete Slab Bridges

Transportation officials favored concrete slab, girder, and t-beam bridges from 1936 to 1959; these types accounted for more than a quarter of the newly constructed bridges during this time period. Los Angeles and the southern Central Valley contain the greatest concentrations of concrete slab and t-beam bridges (JRP Historical Consulting Services 2003: 58). Between 1965 and 1974, transportation engineers had standardized bridge designs, and a 2015 California Department of Transportation (Caltrans) report documented that concrete slab bridges were used primarily for short to medium spans (Blackmore et al. 2015: 6). In 2005, Caltrans carried out an evaluation of historical significance for the National Register of Historic Places (National Register) of bridges constructed prior to 1960. The report found that concrete slab bridges accounted for more than 25 percent of the 8,587 bridges constructed prior to 1960 (Hope 2005). There are 20 concrete slab bridges in California that are eligible for or listed in the National Register or that meet California Register of Historical Resources (California Register) criteria. However, 16 are contributors to historic roads or other larger properties. Of the four concrete slab bridges individually listed or eligible, the most recent was constructed in 1940 (Blackmore et al. 2015: 6).

Site Specific History

The Waters Way Bridge (No. 55C-0265), colloquially known as the Collins Island Bridge, was constructed in 1953 over Newport Bay, to connect Collins Island and Balboa Island in Newport Beach, California (**Figure 5**). It is a local agency bridge maintained by the City of Newport Beach (Caltrans 2019).

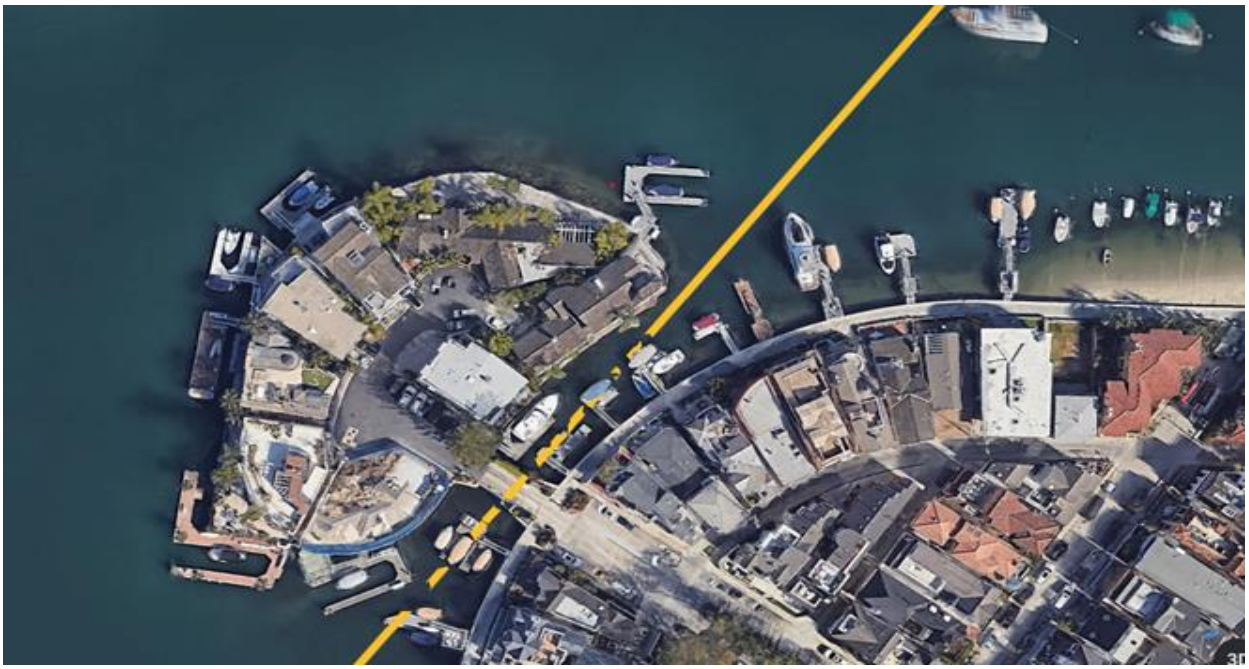

FIGURE 5: WATERS WAY BRIDGE (NO. 55C-0265) OVER NEWPORT BAY. YELLOW LINE MARKS THE BOUNDARY BETWEEN COLLINS ISLAND (TO THE WEST) AND BALBOA ISLAND (TO THE EAST) (GOOGLE EARTH 2023).

The general area surrounding the bridge was swamp and marshland until the beginning of the twentieth century. A 1901 and 1907 map do not show either Collins Island or Balboa Island (**Figure 6**) (USGS 1901, 1907).

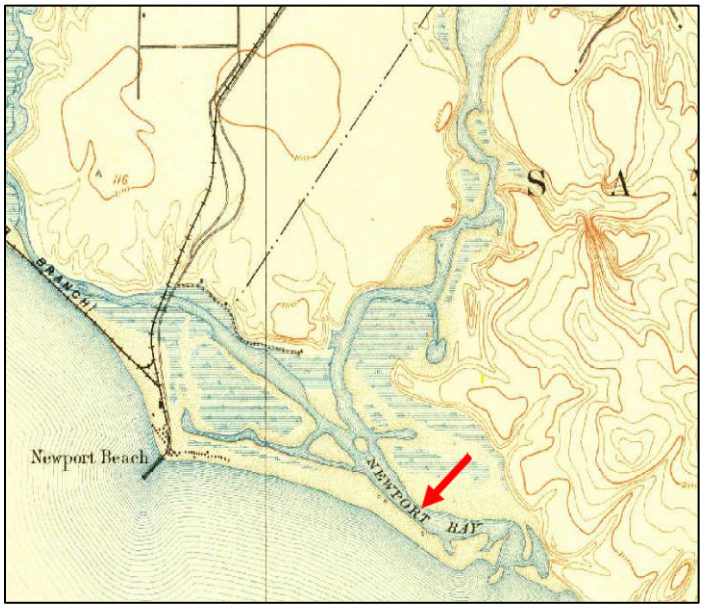

FIGURE 6: 1907 USGS MAP SHOWS UNDEVELOPED AREA SURROUNDING NEWPORT BAY. A RED ARROW POINTS TO THE APPROXIMATE FUTURE SITE OF BALBOA ISLAND (USGS 1907).

Archival resources document that Balboa Island and Collins Island had been constructed by 1909 (Baker 2004). A 1932 map shows a cluster of residential properties on Balboa Island and on the Balboa Peninsula. Land directly north of Balboa Island remained undeveloped save for a highway that is marked along today's SR-1, connecting Corona Del Mar with Newport Beach. This map also shows an automobile bridge carrying a road across Newport Bay to the north, connecting the mainland with Balboa Island. This road later became known as Marine Avenue on the island side. Park Avenue, the road the subject bridge carries over the channel, runs perpendicular to Marine Avenue. The map shows it terminating directly before Collins Island (USGS 1932). A 1938 aerial photograph shows a pedestrian foot bridge connecting Balboa Island with Collins Island. In this aerial photograph, a variety of structures are visible on Collins Island, and a boat dock is situated on the southern tip. Residential properties cover Balboa Island with only a few scattered empty lots (NETR 1938).

Maps show that between 1938 and 1949 the area around the bridge remained relatively unchanged, apart from four buildings that are present on Collins Island, which were possibly added by the US Coast Guard when they occupied the island during World War II (*Anaheim Gazette* 1944; USGS 1949). A 1953 aerial depicts only one structure remaining on Collins Island. This is likely due to the ownership change at that time and their plans to redevelop the island into additional parcels for new home construction (*Anaheim Bulletin* 1953; *Los Angeles Times* 1953a). At this time, the pedestrian footbridge is still intact. Later in 1953, Collins Island's then-owner George McNamara constructed the subject bridge (No. 55C-0265); this is visible in 1963 aerials and a 1965 map (City of Newport Beach 1959; NETR 2023: 1963; UCSB 1963; USGS 1965). The 1963 aerial reflects the removal of the sole building on Collins Island and the addition of six residential homes and corresponding boat docks (**Figure 7**) (UCSB 1963; NETR 2023: 1963). Two additional residences were added on the island by 1972, and the area has remained relatively unchanged since then (NETR 2023: 1972, 1987, 1997, 2009, 2020).

FIGURE 7: 1963 AERIAL PHOTOGRAPH SHOWING WATERS WAY BRIDGE (NO. 55C-0265) (RED ARROW) COMPLETED (UCSB 1963).

People

William Collins

William Collins was born in Indiana in 1863. Before departing in 1888 for Riverside, California, he was a schoolteacher. Once in Riverside, Collins became a successful orange grower. After his success in agriculture, Collins dabbled in the oil and mining businesses and then bought a large portion of land in Newport from James McFadden in 1902. By 1909, he had constructed Balboa Island. By 1910, Collins had built his personal residence on Collins Island, which he created by dredging a small channel across the tip of Balboa Island. He lived in this house until 1926 when he sold the property to a group of Hollywood investors. Collins moved away from California shortly after, and eventually died in Wichita, Kansas, in 1952 (*Covina Argus* 1926; *Los Angeles Times* 1952; *Los Angeles Times* 1953a; Smart 1989).

George McNamara

George McNamara was born November 28, 1894, in San Francisco, California. Very little information regarding McNamara's life can be found in archival sources. His World War I draft card reveals he had moved to Los Angeles sometime prior to 1918 and worked in the printing business. The 1940 Federal Census notes his marriage to Melba McNamara and lists his occupation as an office clerk. In 1948, McNamara bought Collins Island from James Cagney and created plans to expand and develop the island to include eight residential tracts. A 1953 newspaper source described McNamara as a "retired manufacturer" (*Los Angeles Times* 1953b). In 1953, McNamara built the subject bridge (No. 55C-0265) to connect Collins Island to Balboa Island via automobile. During this time, he built his own residence on two of the residential lots he had subdivided on the island. Though the bridge was privately built, he deeded it to the City of Newport Beach in 1959. McNamara resided at his house on Collins Island until his death on January 30, 1973 (City of Newport Beach 1959; US Census Bureau 1940; Ancestry.com 2005).

Architect and Builder

Frederick Hodgdon, the architect of the subject bridge, was born in Dorchester, Massachusetts, in 1894. He attended the Chicago Art Institute between 1918 and 1921 (Koyl 1962). It appears that Hodgdon was primarily an architect of churches. He designed a variety of church buildings throughout his career, including the First Presbyterian Church of Clinton, Iowa, in 1932, and the Evangelical United Brethren Church in Santa Ana, California, in 1956 (Koyl 1962). However, targeted research failed to show that Mr. Hodgdon made any noteworthy contributions to the field of bridge design that would classify him as a master (Ancestry.com 2023; Google 2023: Newspapers.com 2023).

Trautwein Brothers Marine Construction Company was responsible for building Waters Way Bridge (No. 55C-0265) over Newport Bay. The company was active in the construction of various waterside buildings, including the boat marina in Santa Cruz Harbor, the Ventura West Marina, and docks in Catalina, Huntington Harbour, and Newport Beach. Despite their prolific activity throughout California, the subject bridge does not represent a remarkable representation of their work, nor is it a noteworthy example of bridge construction (*Press Telegram* 1974; *Ventura County Star-Free Press* 1979).

3.0 REGULATORY FRAMEWORK

3.1 CLEAN WATER ACT

Section 404 of the Clean Water Act establishes a program to regulate the discharge of dredged or fill material into waters of the United States, including wetlands. Activities in the waters of the United States regulated under this program include fill for development, water resource projects, infrastructure development, and mining projects. Section 404 requires a permit to be obtained before dredged or fill material may be discharged into the waters of the United States.

The Project requires filling and/or redirection of ephemeral drainages. As a result, a Section 404 permit must be obtained from the USACE prior to construction. Because the Project falls within the jurisdiction of a federal agency and requires a federally issued permit, the Project is considered a federal undertaking.

3.2 NATIONAL HISTORIC PRESERVATION ACT

The Project requires federal permitting, license, or approval; therefore, the Project meets the definition of an undertaking in 36 CFR Section 800.16(y). Section 106 of the NHPA requires federal agencies to consider the effects of their undertakings on historic properties and afford the Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings (36 CFR Section 800.1). A historic property is defined as any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion in, the National Register. Properties of traditional religious and cultural importance to Native Americans are considered under Section 106 (36 CFR Sections 800.3-800.10) and Section 101 (d)(6) of the NHPA.

3.2.1 National Register of Historic Places

The National Register is the official register of districts, sites, buildings, structures, and objects determined to be worth special protections due to their historic or artistic significance. The quality of significance in American history, architecture, archaeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association and meet one or more of the following four criteria:

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

All resources or properties nominated for listing in the National Register must retain integrity, which is the authenticity of a historic resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Resources, therefore, must retain enough of their

historic character or appearance to be recognizable as historic resources and to convey the reasons for their significance. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association. It must also be judged with reference to the particular criteria under which a resource is proposed for nomination.

3.3 CALIFORNIA ENVIRONMENTAL QUALITY ACT

CEQA applies to all discretionary projects undertaken or subject to approval by the state's public agencies (California Code of Regulations [CCR] Title 14[3] Section 15002[i]). CEQA conditions that it is the policy of the state of California to "take all action necessary to provide the people of this state with historic environmental qualities and preserve for future generations examples of the major periods of California history" (Public Resources Code [PRC] Section 21001[b], [c]). Under the provisions of CEQA, "a project with an effect that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment" (CCR Title 14[3] Section 15064.5[b]).

CEQA Guidelines Section 15064.5(a) defines a "historical resource" as a resource that meets one or more of the following criteria:

- Listed in, or eligible for listing in, the California Register.
- Listed in a local register of historical resources (as defined in PRC Section 5020.1[k]).
- Identified as significant in a historical resource survey meeting PRC Section 5024.1(g) requirements.
- Determined to be a historical resource by a project's lead agency (CCR Title 14[3] Section 15064.5[a]).

A historical resource consists of "any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California. … Generally, a resource shall be considered by the lead agency to be 'historically significant' if the resource meets the criteria for listing in the California Register of Historical Resources" (CCR Title 14[3] Section 15064.5[a][3]).

The CEQA planning process requires considering historical resources and unique archaeological resources (CCR Title 14[3] Section 15064.5; PRC Section 21083.2). If feasible, adverse effects to the significance of historical resources must be avoided or mitigated (CCR Title 14[3] Section 15064.5[b][4]). The significance of a historical resource is impaired when a project demolishes or materially alters adversely those physical characteristics of a historical resource that convey its historical significance and justify its eligibility for the California Register. If there is a substantial adverse change in the significance of a historical resource, the preparation of an environmental impact report may be required (CCR Title 14[3] Section 15065[a]).

If the cultural resource in question is an archaeological site, CEQA (CCR Title 14[3] Section 15064.5[c][1]) requires that the lead agency first determine if the site is a historical resource as defined in CCR Title 14(3) Section 15064.5(a). If the site qualifies as a historical resource, potential adverse impacts must be considered in the same manner as a historical resource (OHP 2001a). If the archaeological site does not qualify as a historical resource but does qualify as a unique archaeological site, then the archaeological site is treated in accordance with PRC Section 21083.2 (CCR Title 14[3] Section 15069.5[c][3]). In practice,

most archaeological sites that meet the definition of a unique archaeological resource will also meet the definition of a historical resource. CEQA defines a "unique archaeological resource" as an archaeological artifact, object, or site about which it can be demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets one or more of the following criteria:

- Contains information needed to answer important scientific research questions and there is a demonstrable public interest in that information.
- Has a special and particular quality, such as being the oldest of its type or the best available example of its type.
- Is directly associated with a scientifically recognized important prehistoric or historic event or person (PRC Section 21083.2[g]).

If an impact to a historical or archaeological resource is significant, CEQA requires feasible mitigation measures to minimize the impact (CCR Title 14[3] Section 15126.4[a][1]). Mitigation must lessen or eliminate the physical impact that the project will have on the resource. Generally, drawings, photographs, and/or displays do not mitigate the physical impact on the environment caused by the demolition or the destruction of a historical resource. However, CEQA (PRC Section 21002.1[b]) requires that all feasible mitigation be undertaken even if it does not mitigate impacts to a less than significant level (OHP 2001a: 9).

3.3.1 California Register of Historical Resources

The California Register is a guide to cultural resources that must be considered when a government agency undertakes a discretionary action subject to CEQA. The California Register helps government agencies identify and evaluate California's historical resources (OHP 2001b: 1) and indicates which properties are to be protected, to the extent prudent and feasible, from substantial adverse change (PRC Section 5024.1[a]). Any resource listed in, or eligible for listing in, the California Register is to be considered during the CEQA process (OHP 2001a: 7).

A cultural resource is evaluated under four criteria to determine its historical significance. A resource must be significant in accordance with one or more of the following criteria:

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

Age

In addition to meeting one or more of the above criteria, the California Register requires that sufficient time must have passed to allow a "scholarly perspective on the events or individuals associated with the resource." Fifty years is used as a general estimate of the time needed to understand the historical

importance of a resource (OHP 2006:3). The California Office of Historic Preservation (OHP) recommends documenting, and taking into consideration in the planning process, any cultural resource that is 45 years or older (OHP 1995:2).

Period of Significance

The period of significance for a property is "the length of time when a property was associated with important events, activities, persons, or attained the characteristics which qualify it for National Register listing" (NPS 1997: 42). The period of significance begins with the date of the earliest important land use or activity that is reflected by historic characteristics tangible today. The period closes with the date when events having historical importance ended. The period of significance for an archaeological property is "the broad span of time about which the site or district is likely to provide information" (NPS 1997: 42). Archaeological properties may have more than one period of significance.

Integrity

The California Register also requires a resource to possess integrity, which is defined as "the authenticity of a historical resource's physical identity evidenced by the survival of characteristics that existed during the resource's period of significance. Integrity is evaluated with regard to the retention of location, design, setting, materials, workmanship, feeling, and association" (OHP 2006: 2).

Archaeologists use the term "integrity" to describe the level of preservation or quality of information contained within a district, site, or excavated assemblage. Integrity is relative to the specific significance that the resource conveys. Although it is possible to correlate the seven aspects of integrity with standard archaeological site characteristics, those aspects are often unclear for evaluating the ability of an archaeological resource to convey significance under Criterion 4. The integrity of archaeological resources is judged according to the site's ability to yield scientific and cultural information that can be used to address important research questions (NPS 1997: 44–49).

3.4 CALIFORNIA PUBLIC RESOURCES CODE SECTION 5097.5

PRC Section 5097.5 prohibits excavation or removal of any "vertebrate paleontological site … or any other archaeological, paleontological or historical feature, situated on public lands, except with express permission of the public agency having jurisdiction over such lands." Public lands are defined to include lands owned by or under the jurisdiction of the state or any city, county, district, authority, or public corporation, or any agency thereof. Section 5097.5 states that any unauthorized disturbance or removal of archaeological, historical, or paleontological materials or sites located on public lands is a misdemeanor.

3.5 CALIFORNIA HEALTH AND SAFETY CODE SECTION 7050.5

California Health and Safety Code Section 7050.5 states that in the event of discovery or recognition of any human remains in any location other than a dedicated cemetery, there shall be no further excavation or disturbance of the site or any nearby area reasonably suspected to overlie adjacent remains until the coroner of the county in which the remains are discovered has determined whether or not the remains are subject to the coroner's authority. If the human remains are of Native American origin, the coroner

must notify the Native American Heritage Commission (NAHC) within 24 hours of this identification. The NAHC will identify a Native American most likely descendant to inspect the site and provide recommendations for the proper treatment of the remains and associated grave goods.

4.0 CULTURAL RESOURCES IDENTIFICATION EFFORTS

This section includes the methods and results of the South Central Coastal Information Center (SCCIC) records search, literature review, interested parties consultation, archaeological field survey, sensitivity analysis, and National Register and California Register evaluations.

4.1 SCCIC RECORDS SEARCH

Senior Archaeologist Marc Beherec, PhD, conducted a records search for the Project on August 10, 2023, at the California Historical Resources Information System SCCIC housed at California State University, Fullerton. The records search included a review of all recorded cultural resources and previous studies within a half-mile radius of the APE. Other resources produced and maintained by the OHP, including the *California Inventory of Historic Resources* (OHP 1976), California Historical Landmarks (OHP 2023a), and California Historical Resources (OHP 2023b), were similarly consulted. The Built Environment Resources Directory was searched for historic resources located within a half-mile radius on roads located within the APE (OHP 2023c). The SCCIC records search results are included in **Appendix A**.

4.1.1 Previous Studies

The records search results indicated that six cultural resources studies have been conducted within a half-mile radius of the APE. None of those studies overlap the APE. No studies of the APE are documented by the SCCIC (**Table 1**).

TABLE 1. PREVIOUS STUDIES WITHIN THE APE AND A HALF-MILE SEARCH RADIUS

Report Number	Date	Author	Firm	Title/Description	Intersects APE?
OR-02534	1976		ARI	Annual Report to The Irvine Company from Archaeological Research, Inc.	No
OR-02225	1978	Stozier, Hardy	The Irvine Company	The Irvine Company Planning Process and California Archaeology- A Review and Critique	No
OR-00305	1979	Scroth, Adella	Archaeological Resource Management Corp.	The History of Archaeological Research on Irvine Ranch Property: the Evolution of a Company Tradition	No
OR-00666	1981	Seeman, Larry	Larry Seeman Associates, Inc.	Historic Property Survey Pacific Coast Highway Widening Project Newport Beach, California	No
OR-00666	1981	Douglas, Ronald D.	Larry Seeman Associates, Inc.	Archaeological Survey Report for Proposed Improvements to Pacific Coast Highway 07-ORA-1 From P.M. 16.25 to P.M. 18.05	No
OR-01012	1982	Padon, Beth	LSA Associates, Inc.	Back Bay Archaeology Site Inventory/Status Evaluation	No

4.1.2 Previously Identified Resources

The records search results indicated that a total of seven cultural resources have been recorded within a half-mile radius of the APE. Two archaeological sites with shell debris (P-30-000067 and P-30-000068) and three prehistoric sites with shell debris and lithic scatters (P-30-000157, P-30-000158, and P-30-000159) are located within the search area. These resources are all documented to be very sparse scatters, in keeping with the ephemeral use of the Project vicinity documented in the prehistoric and ethnohistoric overview in Chapter 2. Two historic commercial buildings are also located within the search area (P-30-158588 and P-30-158591) (**Table 2**). None of the seven resources intersect the APE. No resources were identified within the APE.

TABLE 2. RESOURCES PREVIOUSLY RECORDED WITHIN A HALF-MILE RADIUS OF THE APE

Primary No.	Trinomial	Site Attributes	Proximity to APE	Recorder/Firm/Year	Evaluation Status
P-30-000067	CA-ORA-000067	AP15 (Habitation debris)	755 m	N. C. Nelson (1912) Beth Padon, LSA, Inc., (1982)	Unevaluated
P-30-000068	CA-ORA-000068	AP15 (Habitation debris)	690 m	N. C. Nelson (1912) P. Chace, Pacific Coast Arch Society (1966)	Unevaluated
P-30-000157	CA-ORA-000157	AP02 (Lithic scatter) AP15 (Habitation debris)	760 m	P. Chace (1966)	Unevaluated
P-30-000158	CA-ORA-000158	AP02 (Lithic scatter) AP15 (Habitation debris)	750 m	P. Chace (1966)	Unevaluated
P-30-000159	CA-ORA-000159	AP02 (Lithic scatter) AP15 (Habitation debris)	560 m	P. Chace (1966)	Unevaluated
P-30-158588		HP06 (Commercial building) HP26 (Monument/mural/gravestone) HP39 (Other)	680 m	John Loomis, Thirtieth Street Architects (1981) John Loomis, Thirtieth Street Architects (1983) John Loomis, Thirtieth Street Architects (1983) Sandra J. Elder (1989)	Nominated for the National Register in 1983
P-30-158591		HP06 (Commercial building)	730 m	Robert Selway, 611 E Balboa Limited (1985)	Nominated for the National Register in 1985

4.2 INTERESTED PARTIES CONSULTATION

4.2.1 Native American Coordination

The California NAHC maintains a confidential Sacred Lands File, which contains sites of traditional, cultural, or religious value to the Native American community. The NAHC was contacted on August 8, 2023, to request a search of the Sacred Lands File. The NAHC responded to the request in a letter dated August 29, 2023. In that letter, the NAHC stated, "The result of any Sacred Lands File (SLF) check conducted through the Native American Heritage Commission was positive. Please contact the Gabrieleno/Tongva

San Gabriel Band of Mission Indians on the attached list for more information." The NAHC appended a list of 22 tribal contacts, including Chairperson Anthony Morales of the Gabrieleno/Tongva San Gabriel Band of Mission Indians, whom it recommended contacting for information about the APE. As part of Section 106 compliance, USACE will consult with Native American groups associated with the APE and its vicinity. The NAHC response and contact list is located in **Appendix B**. Michael Baker International did not conduct outreach to tribes identified on the NAHC contact list.

On September 7, 2023, the City of Newport Beach sent Assembly Bill 52 consultation invitations to the three tribal representatives who previously requested to be informed of proposed projects in the city. The three tribal representatives include:

- Chairperson Andrew Salas, Gabrieleño Band of Mission Indians—Kizh Nation
- Joyce Stanfield Perry, Juaneño Band of Mission Indians/Acjachemen Nation
- Sam Dunlap, Gabrielino-Tongva Tribe

Assembly Bill 52 consultation is ongoing and will be documented separately as part of the environmental document prepared for the Project.

4.2.2 Historical Society Consultation

On August 8, 2023, Michael Baker International sent a letter describing the Project, with maps depicting the APE, to the Newport Beach Historical Society. The letter requested any information about, or concerns regarding, historical resources that may be impacted by the Project (**Appendix** B**C**). No response to the consultation letter has been received to date.

4.3 HISTORICAL MAPS, AERIAL PHOTOGRAPHS, AND ARCHIVES

Michael Baker International reviewed publications, maps, and websites for archaeological, ethnographic, historical, and environmental information about the APE and its vicinity. The literature review was used in developing the historic context in Section 2.2.3 of this report. APE specific analysis is located below. Literature reviewed here includes:

4.3.1 Historical Maps

- *Santa Ana, CA* 1:62,500 topographic map (USGS 1896)
- *Santa Ana, CA* 1:62,500 topographic map (USGS 1901)
- *Santa Ana, CA* 1:62,500 topographic map (USGS 1907)
- *Santa Ana, CA* 1:62,500 topographic map (USGS 1915)
- *Santa Ana, CA* 1:62,500 topographic map (USGS 1925)
- *Newport Beach, CA* 1:31,680 topographic map (USGS 1932)
- *Newport Beach, CA* 1:31,680 topographic map (USGS 1944)
- *Newport Beach, CA* 1:24,000 topographic map (USGS 1949)
- *Newport Beach, CA* 1:24,000 topographic map (USGS 1951)
- *Newport Beach, CA* 1:24,000 topographic map (USGS 1965)
- *Newport Beach, CA* 1:24,000 topographic map (USGS 1982)
- *Newport Beach, CA* 1:24,000 topographic map (USGS 2012)

- *Newport Beach, CA* 1:24,000 topographic map (USGS 2021)

4.3.2 Historical Aerial Images

- Single-frame aerial photograph (NETR 2023: 1938)
- Single-frame aerial photograph (NETR 2023: 1953)
- Single-frame aerial photograph (NETR 2023: 1963)
- Single-frame aerial photograph (NETR 2023: 1972)
- Single-frame aerial photograph (NETR 2023: 1980)
- Single-frame aerial photograph (NETR 2023:1987)
- Single-frame aerial photograph (NETR 2023: 1997)
- Single-frame aerial photograph (NETR 2023: 2009)
- Single-frame aerial photograph (NETR 2023: 2020)
- Single-frame aerial photograph (UCSB 1963)

4.3.3 Historical Databases

- Ancestry.com (2023)
- Google.com (2023)
- Newspaper.com (2023)

4.3.4 Literature

- *Historic Context Statement, Roadway Bridges of California: 1936 to 1959* (JRP Historical Consulting Services 2003)
- *Historic Resources Evaluation Report, Caltrans Statewide Historic Bridge Inventory: 2015 Update, 1965-1974 (*Blackmore et al. 2015*)*
- *City of Orange Historic Context Statement* (Chattel Architecture, Planning & Preservation, Inc. 2006)
- *Newport Beach* (Baker 2004)
- *General Environmental Impact Report* (City of Newport Beach 2022)

4.3.5 Results

The APE is first depicted in area maps beginning in 1896, at which time the general area surrounding the site was water and marshland. This map shows a meandering Newport Bay flanked by the Balboa Peninsula to the southeast and the mainland to the north. A smattering of residential properties is visible on the peninsula outside the APE. Although archival evidence reflects that William Collins created both Collins and Balboa Islands, they do not appear on any available maps until 1932. However, there was a thriving community in place by 1910 (USGS 1896, 1907, 1915, 1925, 1932; *Covina Argus* 1926; Baker 2004).

On the 1932 USGS map, Balboa Island and Collins Island are visible with a bridge carrying a road across Newport Bay to the northeast (Marine Avenue) of the APE; by this time, a highway is marked along the route of today's SR-1, flanking Newport Bay to the north of the APE. A 1938 aerial shows the presence of a built-up community on Balboa Island, with extensive residential properties. A residence with various structures is also present on Collins Island and the two islands are connected by a pedestrian footbridge

(NETR 2023: 1938). A 1953 aerial shows that not much had changed since 1938, save for the removal of some structures on Collins Island.

In 1953, Collins Island's owner, George McNamara, constructed the subject bridge (City of Newport Beach 1959). Between 1953 and 1972, eight residential properties were constructed on Collins Island, west of the bridge (NETR 2023: 1972). By 1980, the areas surrounding the Collins Island and Balboa Island Beach were further developed with tracts of residential homes and commercial enterprises (NETR 2023: 1980). This growth has continued to the present, and today the area surrounding the APE is completely developed (USGS 1982, 2012, 2021; NETR 2023: 1987, 1997, 2009, 2020).

4.4 CULTURAL RESOURCES SURVEY

4.4.1 Survey Methods

A cultural resources survey was conducted on August 22, 2023, by cultural resources specialist Marcel Young, BA. Because almost the entire APE is either paved or hardscaped or inundated, formal transects were not walked. Instead, exposed undeveloped ground surfaces were opportunistically inspected for the presence of archaeological cultural material. Photographs of the Waters Way Bridge (No. 55C-0265) were taken.

Before fieldwork, a map was created in ArcGIS Online that includes the APE and GIS feature classes, including point, line, and polygon features for collecting data in the field. The maps were downloaded in Esri's Field Maps app on Apple iPads and coupled via Bluetooth with a Trimble DA2 Catalyst GNSS GPS receiver with submeter accuracy. The field crew used the tablet and GPS unit to accurately locate and survey the APE. The Field Maps app allows for photographs of features, artifacts, and overviews to be attached to GIS points, lines, and polygons recorded in the field.

Digital photographs taken with the Solocator application allowed for photographs with directional and field of view information to be geotagged in the documentation of the environmental associations, specific features including the bridge, and the general character of the survey area.

A daily survey summary form was completed at the end of the survey to convey the conditions of the survey area and summarize survey findings. Evidence for buried cultural deposits was opportunistically sought by inspecting natural or artificial erosional exposures and the spoils from rodent burrows.

4.4.2 Survey Results

During the survey of the APE, ground surface visibility was almost nonexistent due to the developed nature of the APE. Surface exposures were limited to small patches of obviously disturbed soils in planters and landscaped areas. During the pedestrian survey, the Waters Way Bridge (No. 55C-0265), a historic-aged built environment resource, was photo-documented for the purpose of a California Register and National Register evaluation. No prehistoric or historical archaeological resources were identified. The Waters Way Bridge (No. 55C-0265) is described below, and the DPR 523 series form for the resource is included in **Appendix** C**D**.

PN: \\RVICA1FS1.bkrmbakercorp.com\HROOT\pdata\191636\GIS\APRX\191636_Collins_Island.aprx

Legend

- Area of Potential Effects
- Waters Way Bridge (No. 55C-0265)

Michael Baker INTERNATIONAL

0 50 100 Feet

Source: Esri, ArcGIS Online, 2023 Nearmap Imagery: *Newport Beach, California*

COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA

Resources within the APE

Figure 8

4.5 ARCHAEOLOGICAL SENSITIVITY ANALYSIS

The archaeological sensitivity for potential unknown prehistoric archaeological sites within the APE is low. The APE is located on what USGS maps indicate was a slight rise in the marshy land surrounding Newport Bay. Historically, the Santa Ana River would have meandered through this area, sometimes debouching into the Pacific Ocean in the Project vicinity. The APE and its vicinity would have provided an important resource procurement locale for prehistoric inhabitants, but the unstable nature of the land would have lent itself toward temporary use, leaving ephemeral remains. The five archaeological sites documented within a half-mile of the APE exemplify this land use; they are documented as moderate to light shell scatters, sometimes with small quantities of lithic debitage, on higher ground considerably to the east of the APE. No resources are documented within the APE.

In addition, the APE has been significantly disturbed over the course of the twentieth century. During the twentieth century, Newport Bay was dredged and stabilized. The dredged material was used to build new, stable ground, including Collins Island and Balboa Island. In addition, these mostly artificial islands, while they may contain native soils at their cores, have been further disturbed by major ground-disturbing activities such as bridge construction, building construction, boat dock and slip installation, road construction, and utilities installation. This massive reworking of the coastline would have damaged or destroyed archaeological sites, particularly the kind of small, ephemeral sites documented in the records search area and anticipated to have once existed in the vicinity.

Although the APE is located in an area that is anticipated to have been an important resource procurement area for the Gabrielino and other early inhabitants, the instability of the land and known recent disturbances indicate that the sensitivity for unknown buried resources is low.

5.0 EVALUATION

The Waters Way Bridge (No. 55C-0265) required evaluation for listing in the National Register and California Register. Below is a summary of the evaluation. Further documentation for the resource is located in the DPR 523 form (see **Appendix** C**D**).

5.1 WATERS WAY BRIDGE (NO. 55C-0265)

The Waters Way Bridge (No. 55C-0265) is a reinforced concrete slab bridge constructed in 1953 that carries Park Avenue over Newport Bay between Balboa Island and Collins Island in the City of Newport Beach, California. It is a local agency bridge maintained by the City of Newport Beach (Caltrans 2019). According to the Caltrans Local Agency Historic Bridge Inventory, this bridge is listed as a Category 5, "Bridge not eligible for NRHP" (Caltrans 2019).

> **Criterion A/1**: Research did not demonstrate that the Waters Way Bridge (No. 55C-0265) was associated with events significant to the broad patterns of our history at the local, state, or national level. The bridge was constructed in 1953 to replace a footbridge to facilitate automobile traffic between Balboa Island and the small, private Collins Island.
>
> Although the bridge made travel to Collins Island more convenient, it was not significant to the development of Collins Island, Balboa Island, or the Newport area, nor with road and bridge

development in Newport Beach or Orange County. The subject bridge is not directly or significantly associated with general bridge development at the state or national level. The Waters Way Bridge (No. 55C-0265) is not known to have made a significant contribution to other broad patterns of local, regional, state, or national culture and history. The Waters Way Bridge (No. 55C-0265) is a ubiquitous concrete slab beam bridge type in similar form in the region since the early twentieth century. As such, it is not one of the first or pioneering reinforced concrete slab bridges, nor was it significant to the development of the Newport Bay. Therefore, Waters Way Bridge (No. 55C-0265) is recommended as not eligible for listing in the National Register under Criterion A and California Register under Criterion 1.

Criterion B/2: William McNamara purchased Collins Island in 1948 and worked to have it subdivided for residential development. To improve island access, he replaced the existing footbridge with a privately funded automobile bridge, which he deeded to the City of Newport Beach in 1959. McNamara was a successful businessman, and he is responsible for the construction of the subject bridge. However, his local historical significance is not represented by the bridge, but rather by the increased development of Collins Island. There is no demonstrable evidence that any other persons that made significant contributions to history at the local, state, or national level are associated with the bridge. Therefore, the property is recommended not eligible for listing in the National Register under Criterion B and California Register under Criterion 2.

Criterion C/3: The Waters Way Bridge (No. 55C-0265), a reinforced concrete slab bridge, is indistinguishable from other examples of this resource type. It was not the first of its type, nor the most distinguished example of a reinforced concrete slab bridge in the region, state, or nation. Its design and construction do not represent a departure from standard construction practices or design for this resource type. The Waters Way Bridge (No. 55C-0265) is not the representative work of a master, nor does it possess high artistic values. Therefore, the resource is recommended as not eligible for listing in the National Register under Criterion C and the California Register under Criterion 3.

Criterion D/4: The built environment of the subject property is not likely to yield valuable information which will contribute to our understanding of human history because the property is not and never was the principal source of important information pertaining to significant events, people, or engineering. Therefore, the resource is recommended not eligible for listing in the National Register under Criterion D and the California Register under Criterion 4.

Lacking significance, this property is recommended as ineligible for listing in the National Register and California Register. It is not a historic property as defined by 36 CFR 800.16(l)(1) nor is it a historical resource as defined by CEQA Section 15064.5(a).

6.0 CONCLUSION AND RECOMMENDATIONS

6.1 CONCLUSION

The SCCIC records search, literature review, field survey, and interested parties' consultation identified one historic-period built environment resource within the APE. The resource, the Waters Way Bridge (No. 55C-0265), was evaluated and recommended ineligible for inclusion in the National Register and California Register. No historic properties or historical resources were identified within the APE, and buried site sensitivity is low due to the unstable nature of the land before the twentieth century and the amount of disturbance associated with the dredging of Newport Harbor and construction of Collins and Balboa Islands. A finding of no historic properties affected with conditions under Section 106 and a finding of less than significant impact with mitigation incorporated under CEQA is appropriate for the Project.

6.2 RECOMMENDATIONS

Impacts to unanticipated cultural resources may be avoided or reduced to a less than significant level by implementing the following mitigation measures:

6.2.1 CUL-1: Archaeological Resources Inadvertent Discovery

In the event that any subsurface cultural resources are encountered during earth-moving activities, it is recommended that all work be halted in the vicinity of the discovery until a Qualified Archaeologist can evaluate the findings and make recommendations. The archaeologist may evaluate the find in accordance with federal, state, and local guidelines, including those set forth in the California Public Resources Code Section 21083.2, to assess the significance of the find and identify avoidance or other measures as appropriate. Additionally, Health and Safety Code Section 7050.5, California Environmental Quality Act Guidelines Section 15064.5(e), and Public Resources Code Section 5097.98 mandate the process to be followed in the unlikely event of an accidental discovery of human remains in a location other than a dedicated cemetery.

7.0 PROFESSIONAL QUALIFICATIONS

This report was prepared by Michael Baker International Senior Archaeologist Marc Beherec and Senior Architectural Historian Susan Wood. Archaeologist Marcel Young conducted the field survey and site recordation. Michael Baker International Cultural Resources Department Manager Margo Nayyar conducted quality assurance review.

Susan Wood, PhD, is a senior architectural historian experienced in historic preservation and cultural resource management in California. She meets the Secretary of the Interior's Professional Qualification Standards for architectural history, history, and archaeology. Susan's professional activities include historical resource evaluations, significance evaluations, integrity assessments, effects analysis, mitigation documentation, design review, archival and historical research, architectural and archaeological field surveys, and project management. As an architectural historian, she has performed numerous historical property assessments and National/California Register evaluations. Her archaeological expertise includes site significance assessments and determination of project impacts pursuant to Section 106 of the NHPA and CEQA. Susan has conducted years of ethnohistorical research focused on decolonization and prehistoric archaeology in the San Bernardino National Forest and the history of anthropology in California. She has organized and curated several historical- and anthropological-themed interoperative events for the Los Angeles County Fair in collaboration with tribal elders. In this capacity, she has worked extensively in Riverside, San Bernardino, and Los Angeles Counties.

Marc Beherec, PhD, RPA, has more than 20 years of experience in prehistoric and historical archaeology and cultural resources management. His experience includes writing technical reports, including National Environmental Policy Act (NEPA), NHPA, and CEQA compliance documents. He has supervised and managed all phases of archaeological fieldwork, including survey, Phase II testing and evaluations and Phase III data recovery, and monitoring at sites throughout Southern California. He meets the Secretary of the Interior's Professional Qualification Standards for prehistory and historical archaeology.

Joshua Rawley, MA, is a researcher with experience interpreting historical documentation in California. In addition to his role at Michael Baker International, he volunteers with the City of Riverside and has conducted research to support the City's LGBTQ+ Historic Context project. He meets the Secretary of the Interior's Professional Qualification Standards for history.

Marcel Young, BA, has worked in various capacities in cultural resource management since 2013. He is experienced in surveying and conducting recording and evaluations of historic and prehistoric archaeological sites in California. Marcel is versed in conducting fieldwork within frameworks of Section 106 of the NHPA, CEQA, and NEPA. He has participated in projects in several phases of archaeology: Phase I pedestrian, Extended Phase I testing, shovel test surveys, buried site testing, Phase III data recovery, and monitoring.

Margo Nayyar, MA is a senior architectural historian with 13 years of cultural management experience in California, Nevada, Arizona, Texas, Idaho, Alaska, New Mexico, and Mississippi. Her experience includes built environment surveys, evaluation of historic-era resources using guidelines outlined in the California and National Registers, and preparation of cultural resources technical studies pursuant to CEQA and NHPA Section 106, including identification studies, finding of effect documents, memorandum of

agreements, programmatic agreements, and Historic American Buildings Survey/Historic American Engineering Record/Historic American Landscapes Survey mitigation documentation. She prepares cultural resources sections for CEQA environmental documents, including infill checklists, initial studies, and environmental impact reports, as well as NEPA environmental documents, including environmental impact statements and environmental assessments. She also specializes in municipal preservation planning, historic preservation ordinance updates, Native American consultation, and provision of Certified Local Government training to interested local governments. She develops Survey 123 and Esri Collector applications for large-scale historic resources surveys, and authors National Register nomination packets. Margo meets the Secretary of the Interior's Professional Qualification Standards for history and architectural history.

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Michael Baker
INTERNATIONAL

Appendix A: SCCIC Records Search Results – *CONFIDENTIAL*

Michael Baker
INTERNATIONAL

Appendix B: Native American Consultation

Sacred Lands File & Native American Contacts List Request

Native American Heritage Commission
1550 Harbor Blvd, Suite 100
West Sacramento, CA 95691
916-373-3710
916-373-5471 – Fax
nahc@nahc.ca.gov

Information Below is Required for a Sacred Lands File Search

Project: Collins Bridge Replacement Project

County: Orange County

USGS Quadrangle Name: Newport Beach OE S

Township: 06 S **Range:** 10 W **Section(s):** 35

Company/Firm/Agency: Michael Baker International

Street Address: 3536 Concours St #100

City: Ontario **Zip:** 91764

Phone: 909-974-4956

Fax: N/A

Email: joshua.rawley@mbakerintl.com

Project Description:

The City of Newport Beach proposes to replace the Collins Island Bridge connecting Balboa Island to Collins Island. The project has three major components: 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Landscaped areas and the bridge monument would also be improved to increase sight distance along the adjacent walkways to increase pedestrian safety. A new stop sign and limit line would also be added at the intersection on both sides of the bridge.

NATIVE AMERICAN HERITAGE COMMISSION

NAHC HEADQUARTERS
1550 Harbor Boulevard
Suite 100
West Sacramento,
California 95691
(916) 373-3710
nahc@nahc.ca.gov
NAHC.ca.gov

August 29, 2023

Marc Beherec
Michael Baker International

Via Email to: marc.beherec@mbakerintl.com

Re: Native American Tribal Consultation, Pursuant to the Assembly Bill 52 (AB 52), Amendments to the California Environmental Quality Act (CEQA) (Chapter 532, Statutes of 2014), Public Resources Code Sections 5097.94 (m), 21073, 21074, 21080.3.1, 21080.3.2, 21082.3, 21083.09, 21084.2 and 21084.3, Collins Bridge Replacement Project, Orange County

Dear Dr. Beherec:

Pursuant to Public Resources Code section 21080.3.1 (c), attached is a consultation list of tribes that are traditionally and culturally affiliated with the geographic area of the above-listed project. Please note that the intent of the AB 52 amendments to CEQA is to avoid and/or mitigate impacts to tribal cultural resources, (Pub. Resources Code §21084.3 (a)) ("Public agencies shall, when feasible, avoid damaging effects to any tribal cultural resource.")

Public Resources Code sections 21080.3.1 and 21084.3(c) require CEQA lead agencies to consult with California Native American tribes that have requested notice from such agencies of proposed projects in the geographic area that are traditionally and culturally affiliated with the tribes on projects for which a Notice of Preparation or Notice of Negative Declaration or Mitigated Negative Declaration has been filed on or after July 1, 2015. Specifically, Public Resources Code section 21080.3.1 (d) provides:

Within 14 days of determining that an application for a project is complete or a decision by a public agency to undertake a project, the lead agency shall provide formal notification to the designated contact of, or a tribal representative of, traditionally and culturally affiliated California Native American tribes that have requested notice, which shall be accomplished by means of at least one written notification that includes a brief description of the proposed project and its location, the lead agency contact information, and a notification that the California Native American tribe has 30 days to request consultation pursuant to this section.

The AB 52 amendments to CEQA law does not preclude initiating consultation with the tribes that are culturally and traditionally affiliated within your jurisdiction prior to receiving requests for notification of projects in the tribe's areas of traditional and cultural affiliation. The Native American Heritage Commission (NAHC) recommends, but does not require, early consultation as a best practice to ensure that lead agencies receive sufficient information about cultural resources in a project area to avoid damaging effects to tribal cultural resources.

The NAHC also recommends, but does not require that agencies should also include with their notification letters, information regarding any cultural resources assessment that has been completed on the area of potential effect (APE), such as:

1. The results of any record search that may have been conducted at an Information Center of the California Historical Resources Information System (CHRIS), including, but not limited to:

- A listing of any and all known cultural resources that have already been recorded on or adjacent to the APE, such as known archaeological sites;
- Copies of any and all cultural resource records and study reports that may have been provided by the Information Center as part of the records search response;
- Whether the records search indicates a low, moderate, or high probability that unrecorded cultural resources are located in the APE; and
- If a survey is recommended by the Information Center to determine whether previously unrecorded cultural resources are present.

2. The results of any archaeological inventory survey that was conducted, including:

    - Any report that may contain site forms, site significance, and suggested mitigation measures.

      All information regarding site locations, Native American human remains, and associated funerary objects should be in a separate confidential addendum, and not be made available for public disclosure in accordance with Government Code section 6254.10.

3. The result of any Sacred Lands File (SLF) check conducted through the Native American Heritage Commission was positive. Please contact the Gabrieleno/Tongva San Gabriel Band of Mission Indians on the attached list for more information.

4. Any ethnographic studies conducted for any area including all or part of the APE; and

5. Any geotechnical reports regarding all or part of the APE.

Lead agencies should be aware that records maintained by the NAHC and CHRIS are not exhaustive and a negative response to these searches does not preclude the existence of a tribal cultural resource. A tribe may be the only source of information regarding the existence of a tribal cultural resource.

This information will aid tribes in determining whether to request formal consultation. In the event that they do, having the information beforehand will help to facilitate the consultation process.

If you receive notification of change of addresses and phone numbers from tribes, please notify the NAHC. With your assistance, we can assure that our consultation list remains current.

If you have any questions, please contact me at my email address: Andrew.Green@nahc.ca.gov.

Sincerely,

Andrew Green

Andrew Green
Cultural Resources Analyst

Attachment

Tribe Name	Fed (F) Non-Fed (N)	Contact Person	Contact Address	Phone #
Campo Band of Diegueno Mission Indians	F	Ralph Goff, Chairperson	36190 Church Road, Suite 1 Campo, CA, 91906	(619) 478-9046
Ewiiaapaayp Band of Kumeyaay Indians	F	Michael Garcia, Vice Chairperson	4054 Willows Road Alpine, CA, 91901	(619) 933-2200
Ewiiaapaayp Band of Kumeyaay Indians	F	Robert Pinto, Chairperson	4054 Willows Road Alpine, CA, 91901	(619) 368-4382
Gabrieleno Band of Mission Indians - Kizh Nation	N	Andrew Salas, Chairperson	P.O. Box 393 Covina, CA, 91723	(844) 390-0787
Gabrieleno Band of Mission Indians - Kizh Nation	N	Christina Swindall Martinez, Secretary	P.O. Box 393 Covina, CA, 91723	(844) 390-0787

Gabrieleno/Tongva San Gabriel Band of Mission Indians	N	Anthony Morales, Chairperson	P.O. Box 693 San Gabriel, CA, 91778	(626) 483-3564
Gabrielino /Tongva Nation	N	Sandonne Goad, Chairperson	106 1/2 Judge John Aiso St., #231 Los Angeles, CA, 90012	(951) 807-0479
Gabrielino Tongva Indians of California Tribal Council	N	Christina Conley, Cultural Resource Administrator	P.O. Box 941078 Simi Valley, CA, 93094	(626) 407-8761
Gabrielino Tongva Indians of California Tribal Council	N	Robert Dorame, Chairperson	P.O. Box 490 Bellflower, CA, 90707	(562) 761-6417
Gabrielino-Tongva Tribe	N	Charles Alvarez, Chairperson	23454 Vanowen Street West Hills, CA, 91307	(310) 403-6048
Gabrielino-Tongva Tribe	N	Sam Dunlap, Cultural Resource Director	P.O. Box 3919 Seal Beach, CA, 90740	(909) 262-9351

Juaneno Band of Mission Indians Acjachemen Nation - Belardes	N	Joyce Perry, Cultural Resource Director	4955 Paseo Segovia Irvine, CA, 92603	(949) 293-8522
Juaneno Band of Mission Indians Acjachemen Nation 84A	N	Heidi Lucero, Chairperson, THPO	31411-A La Matanza Street San Juan Capistrano, CA, 92675	(562) 879-2884
La Posta Band of Diegueno Mission Indians	F	Gwendolyn Parada, Chairperson	8 Crestwood Road Boulevard, CA, 91905	(619) 478-2113
La Posta Band of Diegueno Mission Indians	F	Javaughn Miller, Tribal Administrator	8 Crestwood Road Boulevard, CA, 91905	(619) 478-2113
Manzanita Band of Kumeyaay Nation	F	Angela Elliott Santos, Chairperson	P.O. Box 1302 Boulevard, CA, 91905	(619) 766-4930
Mesa Grande Band of Diegueno Mission Indians	F	Michael Linton, Chairperson	P.O Box 270 Santa Ysabel, CA, 92070	(760) 782-3818

Pala Band of Mission Indians	F	Alexis Wallick, Assistant THPO	PMB 50, 35008 Pala Temecula Road Pala, CA, 92059	(760) 891-3537
Pala Band of Mission Indians	F	Shasta Gaughen, Tribal Historic Preservation Officer	PMB 50, 35008 Pala Temecula Road Pala, CA, 92059	(760) 891-3515
Santa Rosa Band of Cahuilla Indians	F	Lovina Redner, Tribal Chair	P.O. Box 391820 Anza, CA, 92539	(951) 659-2700
Soboba Band of Luiseno Indians	F	Jessica Valdez, Cultural Resource Specialist	P.O. Box 487 San Jacinto, CA, 92581	(951) 663-6261
Soboba Band of Luiseno Indians	F	Joseph Ontiveros, Tribal Historic Preservation Officer	P.O. Box 487 San Jacinto, CA, 92581	(951) 663-5279

This list is current only as of the date of this document. Distribution of this list does not relieve any person of statutory responsibility as defined in Section 70
Resources Code.

This list is only applicable for consultation with Native American tribes under Public Resources Code Sections 210

Fax #	Email Address	Cultural Affiliation	Counties	Last Updated
(619) 478-5818	rgoff@campo-nsn.gov	Diegueno	Imperial,Orange,Riverside,San Diego	
(619) 445-9126	michaelg@leaningrock.net	Diegueno	Imperial,Orange,Riverside,San Diego	
(619) 445-9126	ceo@ebki-nsn.gov	Diegueno	Imperial,Orange,Riverside,San Diego	
	admin@gabrielenoindians.org	Gabrieleno	Los Angeles,Orange,Riverside,San Bernardino,Santa Barbara,Ventura	8/18/2023
	admin@gabrielenoindians.org	Gabrieleno	Los Angeles,Orange,Riverside,San Bernardino,Santa Barbara,Ventura	8/18/2023

(626) 286-1262	GTTribalcouncil@aol.com	Gabrieleno	Los Angeles,Orange,Riverside,San Bernardino,Ventura	
	sgoad@gabrielino-tongva.com	Gabrielino	Los Angeles,Orange,Riverside,San Bernardino,Ventura	3/28/2023
	christina.marsden@alumni.usc.edu	Gabrielino	Los Angeles,Orange,Riverside,San Bernardino,Santa Barbara,Ventura	3/16/2023
(562) 761-6417	gtongva@gmail.com	Gabrielino	Los Angeles,Orange,Riverside,San Bernardino,Santa Barbara,Ventura	3/16/2023
	Chavez1956metro@gmail.com	Gabrielino	Los Angeles,Orange,Riverside,San Bernardino,Ventura	5/30/2023
	tongvatcr@gmail.com	Gabrielino	Los Angeles,Orange,Riverside,San Bernardino,Ventura	5/30/2023

	kaamalam@gmail.com	Juaneno	Los Angeles,Orange,Riverside,San Bernardino,San Diego	3/17/2023
	jbmian.chairwoman@gmail.com	Juaneno	Los Angeles,Orange,Riverside,San Bernardino,San Diego	3/28/2023
(619) 478-2125	LP13boots@aol.com	Diegueno	Imperial,Orange,Riverside,San Diego	
(619) 478-2125	jmiller@LPtribe.net	Diegueno	Imperial,Orange,Riverside,San Diego	
(619) 766-4957		Diegueno	Imperial,Orange,Riverside,San Diego	
(760) 782-9092	mesagrandeband@msn.com	Diegueno	Imperial,Orange,Riverside,San Diego	

	awallick@palatribe.com	Cupeno Luiseno	Orange,Riverside,San Bernardino,San Diego	3/23/2023
(760) 742-3189	sgaughen@palatribe.com	Cupeno Luiseno	Orange,Riverside,San Bernardino,San Diego	3/23/2023
(951) 659-2228	lsaul@santarosa-nsn.gov	Cahuilla	Imperial,Los Angeles,Orange,Riverside,San Bernardino,San Diego	
(951) 654-4198	jvaldez@soboba-nsn.gov	Cahuilla Luiseno	Imperial,Los Angeles,Orange,Riverside,San Bernardino,San Diego	7/14/2023
(951) 654-4198	jontiveros@soboba-nsn.gov	Cahuilla Luiseno	Imperial,Los Angeles,Orange,Riverside,San Bernardino,San Diego	7/14/2023

)50.5 of the Health and Safety Code, Section 5097.94 of the Public Resources Code and section 5097.98 of the Public

80.3.1 for the proposed Collins Bridge Replacement Project, Orange County.

Record: PROJ-2023-004407
Report Type: AB52 GIS
Counties: Orange
NAHC Group: All

CITY OF NEWPORT BEACH
100 Civic Center Drive
Newport Beach, California 92660
949-644-3055 | 949-644-3308 FAX
newportbeachca.gov

September 7, 2023

Andrew Salas
Gabrieleno Band of Mission Indians – Kizh Nation
PO Box 393
Covina, CA 91723

RE: AB 52 CONSULTATION FOR THE COLLINS ISLAND BRIDGE REPLACEMENT PROJECT

Dear Mr. Salas:

The City of Newport Beach has initiated the Collins Island Bridge Replacement Project in the City of Newport Beach, Orange County, California. Please consider this letter as formal notification of a proposed project as required under the California Environmental Quality Act, specifically Public Resources Code (PRC) 21080.3.1 and Chapter 532, Statutes of 2014 (i.e., Assembly Bill 52). Please respond within 30 days, pursuant to PRC 21080.3.1(d), if you would like to consult on this project.

The project site, Collins Island Bridge and its immediate vicinity, is located at the confluence of the Newport Channel and the Balboa Island Channel, adjacent to the greater Balboa Island in the Newport Bay. Collins Island is an artificial island located on the western tip of Balboa Island and is connected to the greater Balboa Island via the Collins Island Bridge. Regional access to the project site is provided via State Route 1 (SR-1; Pacific Coast Highway) and local access to the site is provided via Marine Avenue (across the Balboa Island North Channel), and North Bay Front and Park Avenue on Balboa Island.

The project has three major components: 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Street, sidewalk, and landscaping improvements are also proposed on the Balboa Island side along the Bay Front sidewalk and Park Avenue eastward until the alley. Anticipated improvements include monument sign construction, irrigation, paving, and landscaping. As part of the pump station accommodations, pump station outlet pipes and weir structures would be installed.

A Native American Heritage Commission Sacred Lands File search was conducted for the project site. The results of the search were positive. However, a California Historical

Resources Information System records search was negative for the project area. An intensive pedestrian survey of the project area was also negative.

We are requesting any information or concerns that you may have regarding potential tribal cultural resources within the project area. Please let us know of your interest to consult with the City of Newport Beach regarding this project within 30 days of the receipt of this letter. If you have any questions or need additional information, please contact me at rstein@newportbeachca.gov or 949.644.3322.

Sincerely,

Bob Stein
City of Newport Beach

CITY OF NEWPORT BEACH
100 Civic Center Drive
Newport Beach, California 92660
949-644-3055 | 949-644-3308 FAX
newportbeachca.gov

September 7, 2023

Joyce Stanfield Perry
Juaneno Band of Mission Indians/Acjachemen Nation
4955 Paseo Segovia
Irvine, CA 92603

RE: AB 52 CONSULTATION FOR THE COLLINS ISLAND BRIDGE REPLACEMENT PROJECT

Dear Ms, Perry:

The City of Newport Beach has initiated the Collins Island Bridge Replacement Project in the City of Newport Beach, Orange County, California. Please consider this letter as formal notification of a proposed project as required under the California Environmental Quality Act, specifically Public Resources Code (PRC) 21080.3.1 and Chapter 532, Statutes of 2014 (i.e., Assembly Bill 52). Please respond within 30 days, pursuant to PRC 21080.3.1(d), if you would like to consult on this project.

The project site, Collins Island Bridge and its immediate vicinity, is located at the confluence of the Newport Channel and the Balboa Island Channel, adjacent to the greater Balboa Island in the Newport Bay. Collins Island is an artificial island located on the western tip of Balboa Island and is connected to the greater Balboa Island via the Collins Island Bridge. Regional access to the project site is provided via State Route 1 (SR-1; Pacific Coast Highway) and local access to the site is provided via Marine Avenue (across the Balboa Island North Channel), and North Bay Front and Park Avenue on Balboa Island.

The project has three major components: 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Street, sidewalk, and landscaping improvements are also proposed on the Balboa Island side along the Bay Front sidewalk and Park Avenue eastward until the alley. Anticipated improvements include monument sign construction, irrigation, paving, and landscaping. As part of the pump station accommodations, pump station outlet pipes and weir structures would be installed.

A Native American Heritage Commission Sacred Lands File search was conducted for the project site. The results of the search were positive. However, a California Historical

Resources Information System records search was negative for the project area. An intensive pedestrian survey of the project area was also negative.

We are requesting any information or concerns that you may have regarding potential tribal cultural resources within the project area. Please let us know of your interest to consult with the City of Newport Beach regarding this project within 30 days of the receipt of this letter. If you have any questions or need additional information, please contact me at rstein@newportbeachca.gov or 949.644.3322.

Sincerely,

Bob Stein
City of Newport Beach

CITY OF NEWPORT BEACH
100 Civic Center Drive
Newport Beach, California 92660
949-644-3055 | 949-644-3308 FAX
newportbeachca.gov

September 7, 2023

Sam Dunlap
Gabrielino Tongva Tribe
Cultural Resources Representative
TongvaTCR@gmail.com

RE: AB 52 CONSULTATION FOR THE COLLINS ISLAND BRIDGE REPLACEMENT PROJECT

Dear Mr. Dunlap:

The City of Newport Beach has initiated the Collins Island Bridge Replacement Project in the City of Newport Beach, Orange County, California. Please consider this letter as formal notification of a proposed project as required under the California Environmental Quality Act, specifically Public Resources Code (PRC) 21080.3.1 and Chapter 532, Statutes of 2014 (i.e., Assembly Bill 52). Please respond within 30 days, pursuant to PRC 21080.3.1(d), if you would like to consult on this project.

The project site, Collins Island Bridge and its immediate vicinity, is located at the confluence of the Newport Channel and the Balboa Island Channel, adjacent to the greater Balboa Island in the Newport Bay. Collins Island is an artificial island located on the western tip of Balboa Island and is connected to the greater Balboa Island via the Collins Island Bridge. Regional access to the project site is provided via State Route 1 (SR-1; Pacific Coast Highway) and local access to the site is provided via Marine Avenue (across the Balboa Island North Channel), and North Bay Front and Park Avenue on Balboa Island.

The project has three major components: 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Street, sidewalk, and landscaping improvements are also proposed on the Balboa Island side along the Bay Front sidewalk and Park Avenue eastward until the alley. Anticipated improvements include monument sign construction, irrigation, paving, and landscaping. As part of the pump station accommodations, pump station outlet pipes and weir structures would be installed.

A Native American Heritage Commission Sacred Lands File search was conducted for the project site. The results of the search were positive. However, a California Historical

Resources Information System records search was negative for the project area. An intensive pedestrian survey of the project area was also negative.

We are requesting any information or concerns that you may have regarding potential tribal cultural resources within the project area. Please let us know of your interest to consult with the City of Newport Beach regarding this project within 30 days of the receipt of this letter. If you have any questions or need additional information, please contact me at rstein@newportbeachca.gov or 949.644.3322.

Sincerely,

Bob Stein
City of Newport Beach

Michael Baker
INTERNATIONAL

Appendix C: Historical Society Consultation

From: Rawley, Joshua
To: info@newportbeachhistorical.org
Cc: Nayyar, Margo; Beherec, Marc
Subject: Collins Island Bridge Replacement Project
Date: Tuesday, August 8, 2023 2:25:48 PM
Attachments: Collins Island HS Letter.pdf

Dear Historical Society:
Michael Baker International is conducting a cultural resources study supporting the Collins Island Bridge Replacement Project in Newport Beach, California. The project consists of three major components 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Landscaped areas and the bridge monument would also be improved to increase sight distance along the adjacent walkways to increase pedestrian safety. A new stop sign and limit line would also be added at the intersection on both sides of the bridge.
Please notify us if your organization has any information or concerns about cultural resources in the project area. This is not a request for research; it is solely a request for public input for any concerns that the Historical Society may have. If you have any questions, please contact me at joshua.rawley@mbakerintl.com or (909) 974-4956.

Sincerely,

Josh Rawley | Architectural Historian Technician
3536 Concours, Suite 100 | Ontario, CA 91764 | [O] 909-974-4956
joshua.rawley@mbakerintl.com | www.mbakerintl.com

Michael Baker
INTERNATIONAL

We Make a Difference

August 8, 2023

NEWPORT BEACH HISTORICAL SOCIETY
P.O. Box 8814
Newport Beach CA 92658

RE: COLLINS ISLAND BRIDGE REPLACEMENT PROJECT, CITY OF NEWPORT BEACH, ORANGE COUNTY, CALIFORNIA

Dear Historical Society:

Michael Baker International is conducting a cultural resources study supporting the Collins Island Bridge Replacement Project in Newport Beach, California. The project consists of three major components 1) bridge replacement, 2) seawall improvements, and 3) future pump station accommodations. Landscaped areas and the bridge monument would also be improved to increase sight distance along the adjacent walkways to increase pedestrian safety. A new stop sign and limit line would also be added at the intersection on both sides of the bridge.

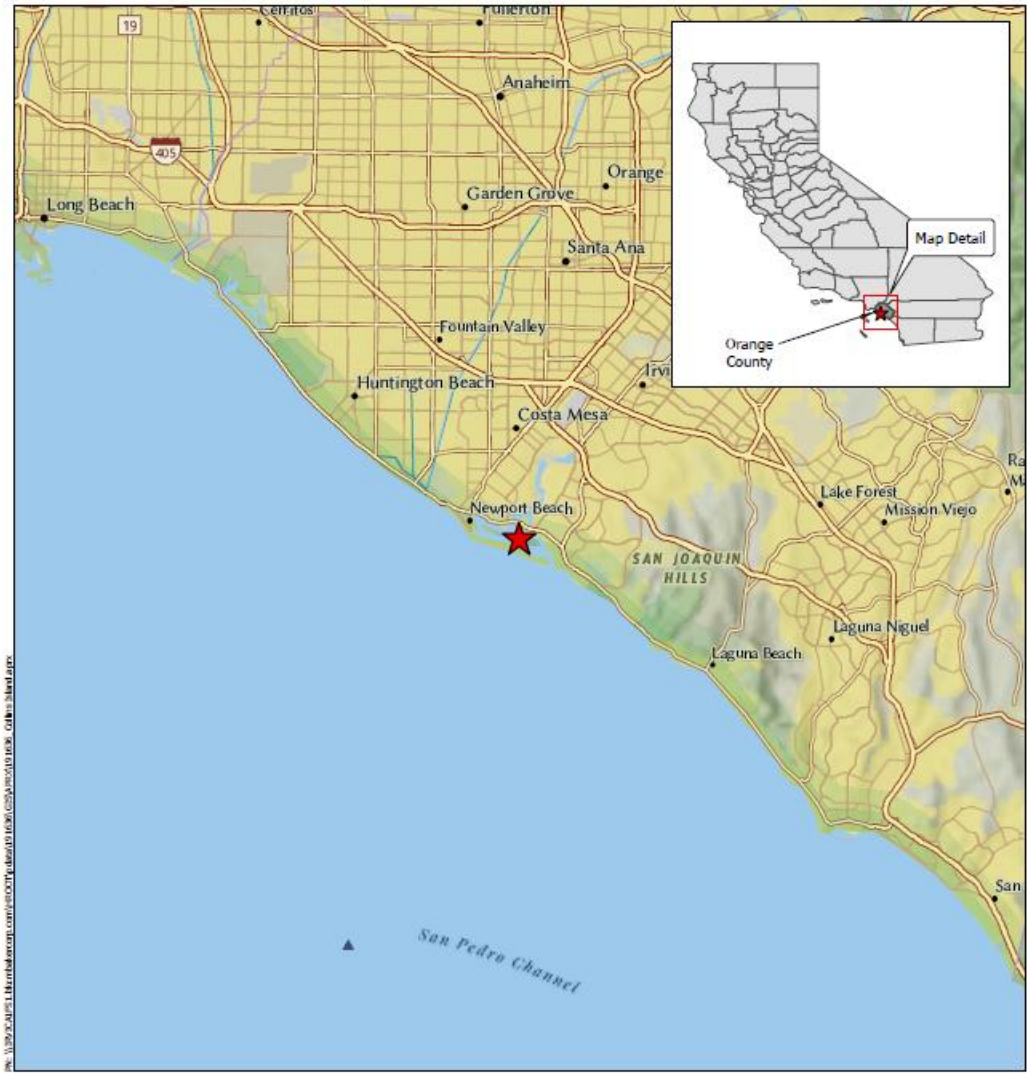
Please notify us if your organization has any information or concerns about cultural resources in the project area. This is not a request for research; it is solely a request for public input for any concerns that the Historical Society may have. If you have any questions, please contact me at joshua.rawley@mbakerintl.com or (909) 974-4956.

Sincerely,

Josh Rawley
Architectural Historian

Enclosures
Figure 1 – Project Vicinity
Figure 2 – Project Area
Figure 3 – Area of Potential Effects

2729 Prospect Park Drive, Suite 220, Rancho Cordova, CA 95670
P: (916) 361-8384 F: (916) 361-1574


Anaheim
Orange
Garden Grove
Long Beach
Santa Ana
Fountain Valley
Huntington Beach
Costa Mesa
Newport Beach
Lake Forest
Mission Viejo
SAN JOAQUIN HILLS
Laguna Niguel
Laguna Beach
San Pedro Channel
Map Detail
Orange County
Legend
Project Area
Michael Baker INTERNATIONAL
0 2.5 5 Miles
COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA
Regional Vicinity
Figure 1


NEWPORT BEACH QUAD
NEWPORT BEACH OE S QUAD
Newport Heights
Coney Island
Linda Isle
Lido Isle
Harbor I.
Collins I.
Beacon Bay
Balboa Island
Corona del Mar
Balboa Bay
Balboa Reach
Newport Beach
Balboa Beach
NEWPORT BAY
ENTRANCE CHANNEL
Las Arenas Park
Irvine Terrace
IRVINE COAST COUNTRY CLUB
HIGHWAY
Legend
Project Area
Michael Baker INTERNATIONAL
0 0.25 0.5 Miles
Source: Esri, ArcGIS Online, Newport Beach OE S USGS 7.5-Minute topographic quadrangle maps: Newport Beach, California
COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA
Project Vicinity
Figure 2

Legend

Project Area

Michael Baker INTERNATIONAL

0 50 100 Feet

Source: Esri, ArcGIS Online, 2023 Nearmap Imagery: *Newport Beach, California*

COLLINS ISLAND BRIDGE
NEWPORT BEACH, CA
Project Area
Figure 3

Michael Baker
INTERNATIONAL

Appendix D:
DPR 523 Forms

State of California - The Resources Agency
DEPARTMENT OF PARKS AND RECREATION

PRIMARY RECORD

Primary #
HRI #
Trinomial
NRHP Status Code

Other Listings
Review Code Reviewer Date

 ***Resource Name or #:** Waters Way Bridge (No. 55C-0265)

P1. Other Identifier: None

***P2. Location:** ☒ **Unrestricted**

***a. County** Orange **and**

***b. USGS 7.5' Quad** *Newport Beach, Calif.* **Date** 1965 (rev. 1981) **T** 6S; **R** 10W; Sec. 35 **S.B.B.M**

c. Address: Park Avenue over the Newport Bay **City:** Newport Beach **Zip:** 92662

d. UTM: Zone 11S 416508mE/3719091 mN

e. Other Locational Data: Connect Collins Island to Balboa Island

***P3a. Description:**

The Waters Way Bridge (No. 55C-0265) is a single span reinforced concrete slab bridge constructed in 1953 that carries Park Avenue over Newport Bay between Balboa Island and Collins Island in the City of Newport Beach. The bridge is approximately 21 feet long with a deck width of 19 feet, including an approximately 4-foot pedestrian walkway on the north side, and a 1-foot curb on the south side. The bridge is supported by reinforced open end seat abutments, and concrete sheet pile bulkheads (**Photograph 1** through **Photograph 9**) (Caltrans 2019a). (See Continuation Sheets).

***P3b. Resource Attributes:** HP19. Bridge

***P4. Resources Present:** ☒ Structure

P5a. Photo or Drawing (Photo required for buildings, structures, and objects.)

Photograph 1: See P5b for caption.

P5b. Description of Photo: **Photograph 1** Overview of south side of Waters Way Bridge (No. 55C-0265) over Newport Bay. View northeast, August 22, 2023.

P6. Date Constructed/Age and Source:
☒ Historic
1953 (Caltrans 2019a)

***P7. Owner and Address:**
City of Newport Beach
100 Civic Center Drive
Newport Beach, CA 92660

***P8. Recorded by:**
Marcel Young
Michael Baker International
5 Hutton Centre Drive, Suite 500
Santa Ana, CA 92707

***P9. Date Recorded:**
August 22, 2023

***P10. Survey Type:** Intensive Pedestrian

***P11. Report Citation**:

Beherec, Marc, Susan Wood, and Josh Rawley. 2023. "Phase I Cultural Resources Assessment for the Collins Island Bridge Replacement Project, City of Newport Beach, Orange County, California." Santa Ana, CA: Michael Baker International.

***Attachments:** ☒Building, Structure, and Object Record ☒Location Map ☒Sketch Map ☒Continuation Sheet

B1. Historic Name: N/A
B2. Common Name: Collins Island Bridge
B3. Original Use: Automobile bridge **B4. Present Use:** Automobile bridge
***B5. Architectural Style:** None
***B6. Construction History:**

The Waters Way Bridge (No. 55C-0265) was constructed in 1953 on behalf of Collins Island's then-owner, George McNamara (Caltrans 2019a, 2019b; City of Newport Beach 1959). Local architect Fredrick Hodgdon designed the bridge, and R. L. Patterson served as the engineer (Patterson 1953). In 1992, a water main was replaced on the bridge (City of Newport Beach Public Works Department 1993). No records were located that document any other alterations, though the bridge has most likely undergone general maintenance (Caltrans 2019a). No alterations were observed during the survey.

***B7. Moved?** ☒**No** **Date:** N/A **Original Location:** N/A
***B8. Related Features:** Park Avenue; Newport Bay

B9a. Architect: Frederick Hodgdon **b. Builder:** Trautwein Brothers
***B10. Significance: Theme:** Regional development; bridge architecture **Area:** Orange County, California
Period of Significance: 1953 **Property Type:** Bridge **Applicable Criteria:** N/A

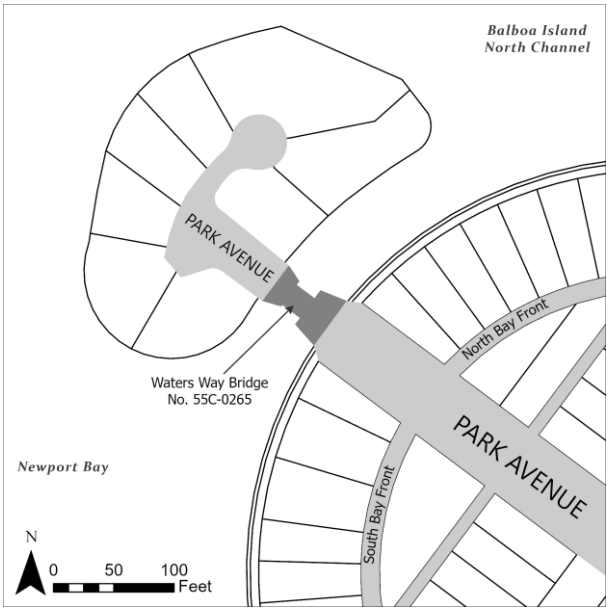
Regional History

Many histories of the greater Orange County region begin with the settlement of Spaniards from Mexico in 1784. The beginning of land development in Orange County can be traced to Spanish rule, when the government gave Manuel Nieto permission in 1784 to occupy the land between what is today northern Orange County and the southern region of Los Angeles County. Soon after, the Spanish government also permitted Juan Pablo Grijalva to occupy lands in the region. Nieto and Grijalva and their descendants operated cattle ranches on these lands after Mexico broke away from Spain in 1824. The land that would become modern-day Newport Beach was a swampland and ignored by the Spanish and Mexican settlers in the region. It was not until after the Mexican American war when the United States took control over the region and made California a state in 1850 that any real settlement in the area took place. Given the inhospitable terrain, the State of California sold land in present-day Newport Beach for $1 an acre. After the Civil War, many people from the eastern United States immigrated to the area for the cheap land. (Baker 2004; Chattel Architecture, Planning & Preservation, Inc. 2006; Orange County Historical Society 2023)

B11. Additional Resource Attributes: N/A
***B12. References:** See Continuation Sheets.
B13. Remarks: N/A

***B14. Evaluator:**
Susan Wood, Senior Architectural Historian and Josh Rawley, Architectural Historian
Michael Baker International
3100 Zinfandel Drive, #125
Rancho Cordova, CA 95670

***Date of Evaluation:** September 2023

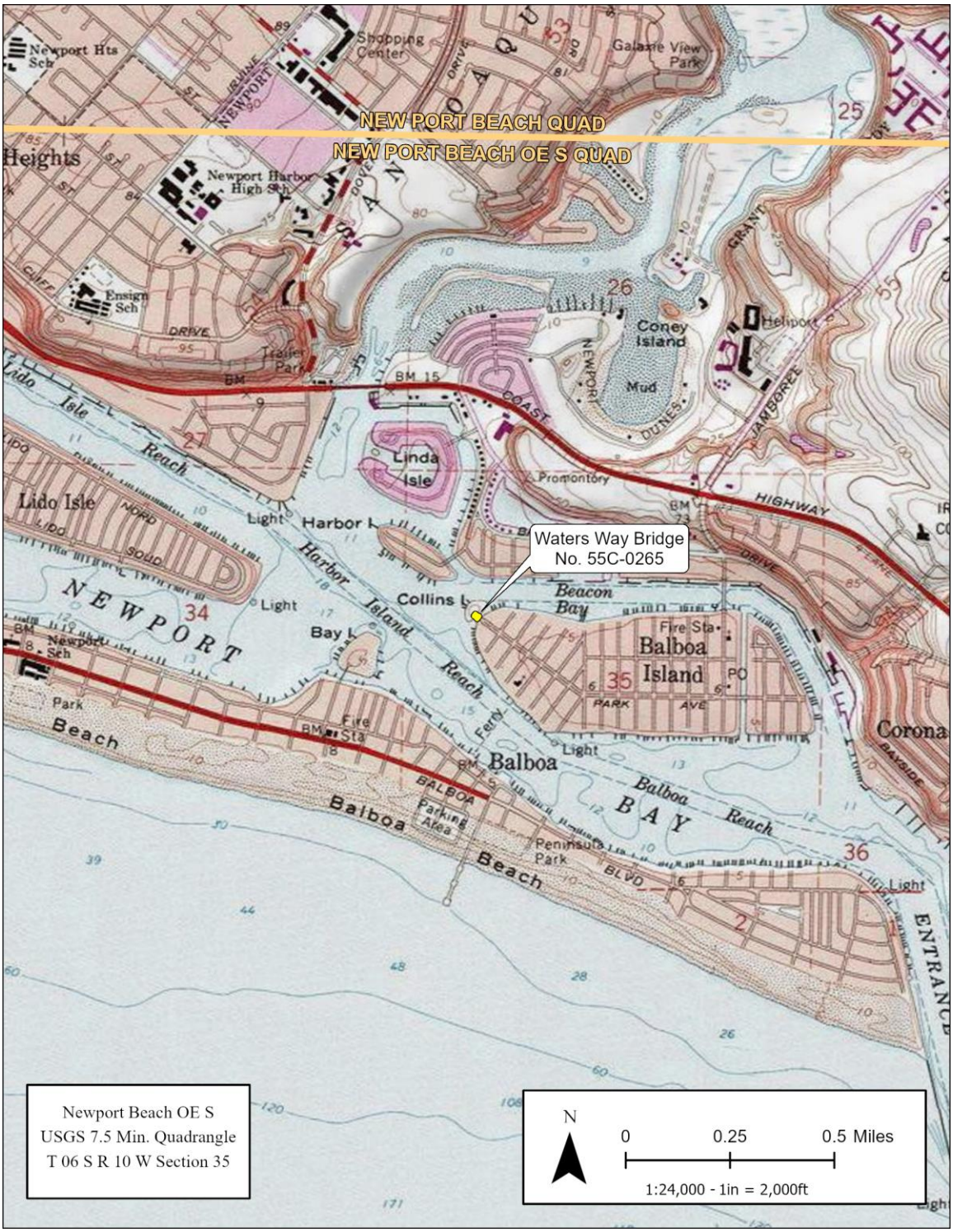


(This space reserved for official comments.)

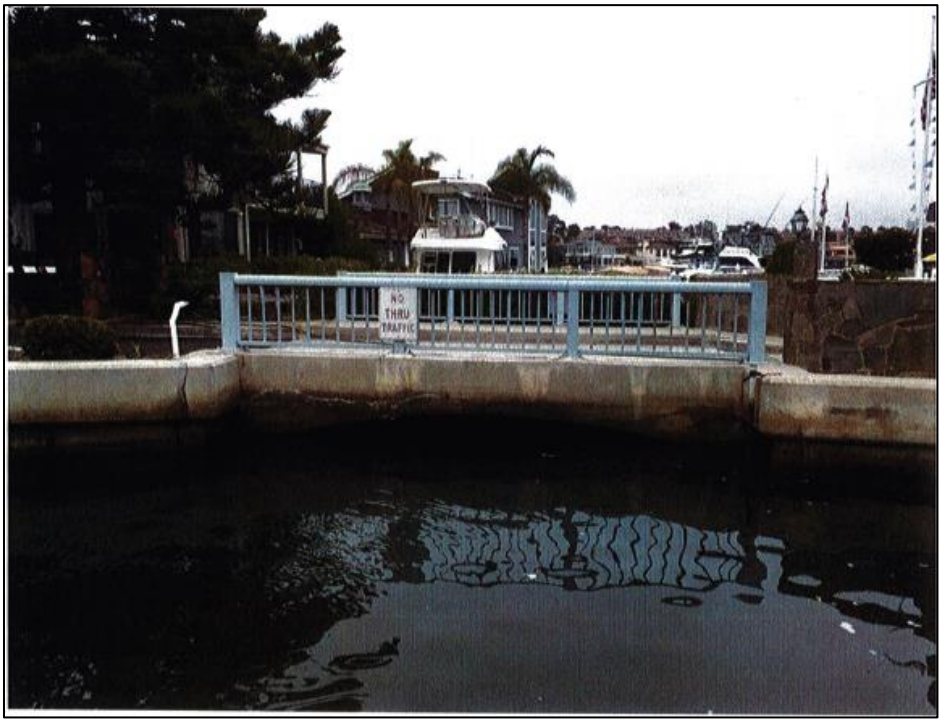
LOCATION MAP

 ***Resource Name or #** Waters Way Bridge (No. 55C-0265)

***Map Name:** *Newport Beach OE S, Calif.* ***Scale:** 1:24,000 ***Date of map:** 1965 (rev. 1981)



P3a. Description (continued):



Photograph 2: Overview of the south side of the bridge in 2017, view northwest (Caltrans 2017).

Photograph 3: Overview of the south side of the bridge where it connects to Balboa Island. View northeast, August 22, 2023.

Photograph 4: Overview of the north side of the bridge. View southwest, August 22, 2023.

Photograph 5: Overview of the north side of the bridge in 2017, view southwest (Caltrans 2017).

Photograph 6: Underside view of the bridge in 2018 looking north (Caltrans 2018).

Photograph 7: Overview of the approach from the pedestrian walkway on the west end of the bridge on Collins Island looking towards Balboa Island. View south, August 22, 2023.

Photograph 8: Overview of the approach and pedestrian walkway along the north side of the bridge looking towards Collins Island from Balboa Island. View northwest, August 22, 2023.

Photograph 9: View of decorative stone wall at southwest corner of the bridge with attached sign announcing the entrance to Collins Island. View west, August 22, 2023.

***B10. Significance (continued):**

Newport Beach

The vicinity of present-day Newport Beach was settled during the late nineteenth century by James McFadden and other ranch owners. Making his homestead in the Lower Bay in 1868, McFadden saw potential for the area to rival the deep-port town of Wilmington to the north. McFadden bought much of the undeveloped land, and the area was soon known by residents as "Newport." In 1888, McFadden sought to fully realize his vision and transformed the isolated settlement by building a wharf that extended from the shallow bay to deeper water where large steamers could dock. As a result, shipping activity increased dramatically, and Newport Beach became a vibrant Southern California shipping town. In 1902, McFadden sold much of his land—the Newport Townsite and half of the Balboa Peninsula—to William Collins, who continued to develop Newport Beach. In 1905, the Pacific Electric Railroad established a line to Newport Beach, connecting the growing beachside town to Los Angeles by rail. Public transit brought new visitors to the waterfront, and developers, like Collins, took advantage of the opportunity and constructed small hotels and beach cottages that catered to the tourist industry. The City of Newport Beach incorporated in 1906 and continued to grow, spurred on more as the Pacific Coast Highway was opened in 1926, the North Harbor was dedicated in 1936, and the Santa Ana Freeway (I-5) was built in the 1950s. Newport Beach—like many cities across the state—experienced a period of unprecedented population growth during and following World War II as a result of wartime construction industries, expansion of regional transportation networks, and abundance of local recreation amenities. By the latter decades of the twentieth century, service, retail, and professional industries supplanted fishing and shipping as the region's economic base (City of Newport Beach 2022; USGS 1949, 1951, 1965; Novak 2008).

Balboa Island and Collins Island

In 1905, Collins dredged a channel on the north side of the bay, and deposited sand and silt on the tidelands. In 1909, Collins received permission from the Orange County Board of Supervisors to move the small dredge to the eastern part of Newport Bay. Collins created Balboa Island from this fill. Soon after, Collins began sending salesmen to Los Angeles and Pasadena to promote property around Newport Harbor. Originally, Collins sold lots on Balboa Island for $25, with promises of street paving, sewers, streetlights, and bridge and ferry access to follow. Many lots on Balboa Island were sold to wealthy Pasadena families, and many longtime island residents continue to have family ties to the Pasadena area (Baker 2004; Visit Newport Beach 2023).

Major infrastructure improvements did not reach Balboa Island until 1916 when the City of Newport Beach annexed the site. Prior to Balboa Island's incorporation into Newport Beach, residents had built a cement seawall and pedestrian bridge (1912) and connected waterlines by 1914. By 1920, the City of Newport Beach had added a paved road, gas lines, and a ferry service to the island that caused a boost in residential occupation. In 1929, City engineers built a concrete bridge to replace the wooden bridge that had previously connected Balboa Island to the mainland. Between 1930 and the 1950s, entrepreneurs capitalized on increased island access and opened commercial businesses, including restaurants and a market. Most of this new development was concentrated along Marine Avenue. Since 1930, the population has increased exponentially from 100 permanent residents to over 4,500 (Baker 2004; Visit Newport Beach 2023).

Just as William Collins created Balboa Island in the early 1900s by depositing sand and silt in the bay, he also created a smaller island directly west of the site, separated from Balboa Island by a narrow channel. In 1910, on this piece of land, he built his "castle," a sprawling house where he lived with his wife Apolonia until he sold the island in 1926. At some point prior to selling, Collins constructed a Japanese-style footbridge that connected Collins Island with Balboa Island (**Figure 1**). Later, the island became known as Collins Island in honor of its original inhabitant. (*Covina Argus* 1926; *Los Angeles Times* 1953a; Smart 1989).

Figure 1: Circa 1930s photograph depicting the footbridge on the right (courtesy of the City of Newport Beach).

In 1926, a group of Hollywood businessmen bought the Collins Island property and transformed it into the Balboa Yacht and Swimming Club. These developers made improvements to transform Collins's former house into a clubhouse, with locker rooms, a pool, and handball courts. The club was short-lived; however, actor James Cagney purchased the island for $32,000 in 1938. During World War II, the Coast Guard used Collins Island as a base for the Volunteer Port Security Force, though the Coast Guard quickly vacated the area after the war (*Anaheim Gazette* 1944; *News-Pilot* 1938; *Santa Ana Register* 1926).

After the war, George McNamara bought Collins Island, and in 1953 removed Collins's former house. McNamara expanded the island with the construction of a cement bulkhead. He also had the island zoned to accommodate eight residential lots large enough to accommodate houses of 3,500 square feet. McNamara constructed an automobile bridge to connect Collins Island and Balboa Island, and a paved automobile area was added to the center of the island. Telephone and utility lines were connected underground. McNamara kept two of the lots for himself and sold the remainder lots for between $40,000 and $70,000. In 1959, McNamara deeded the subject bridge to the City of Newport Beach. Historical aerials suggest the island has remained relatively unchanged since the last residential lot was developed sometime prior to 1972. (*Anaheim Bulletin* 1953; City of Newport 1959; *Los Angeles Times* 1953a; NETR 2023)

Reinforced Concrete Bridges

After 1910, bridge designers increasingly used concrete reinforced with steel embedded rods as an effective means of improving the strength of concrete. Engineers already recognized concrete for its strength; however, it was susceptible to cracking under compression. As bridge load requirements increased in the early twentieth century, reinforced concrete improved bridge construction and sustainability. By the mid-1930s, the California Division of Highways and local agencies constructed most of their new bridges with reinforced concrete. Reinforced concrete (and later prestressed concrete) was used for arches as well as slab, t-beam, and girder bridges. The cast-in-place method, the method used for the subject bridge, is where liquid concrete is poured into forms at the bridge site. In the mid-twentieth century, engineers developed the pre-cast method where bridge elements could be poured elsewhere and moved. By the 1950s, over 90 percent of bridges were constructed of concrete due to the innovation of reinforced box girders and prestressed concrete, which allowed for longer spans and more control of greater control over load capacity. The height of bridge construction in California occurred during the 1960s and into the early 1970s, including construction of more than half of all concrete road bridges in California (JRP Historical Consulting Services 2003: 47-57).

Concrete Slab Bridges

Transportation officials favored concrete slab, girder, and t-beam bridges from 1936 to 1959; these types accounted for more than a quarter of the newly constructed bridges during this time period. Los Angeles and the southern Central Valley contain the greatest concentrations of concrete slab and t-beam bridges (JRP Historical Consulting Services 2003: 58). Between 1965 and 1974, transportation engineers had standardized bridge designs, and a 2015 California Department of Transportation (Caltrans) report documented that concrete slab bridges were used primarily for short to medium spans (Blackmore et al. 2015: 6). In 2005, Caltrans carried out an evaluation of historical significance for the National Register of Historic Places (National Register) of bridges constructed

prior to 1960. The report found that concrete slab bridges accounted for more than 25 percent of the 8,587 bridges constructed prior to 1960 (Hope 2005). There are 20 concrete slab bridges in California that are eligible for or listed in the National Register or that meet California Register of Historical Resources (California Register) criteria. However, 16 are contributors to historic roads or other larger properties. Of the four concrete slab bridges individually listed or eligible, the most recent was constructed in 1940 (Blackmore et al. 2015: 6).

Site-Specific History

The Waters Way Bridge (No. 55C-0265), colloquially known as the Collins Island Bridge, was constructed in 1953 over Newport Bay, to connect Collins Island and Balboa Island in Newport Beach, California (**Figure 2**). It is a local agency bridge maintained by the City of Newport Beach (Caltrans 2019a).

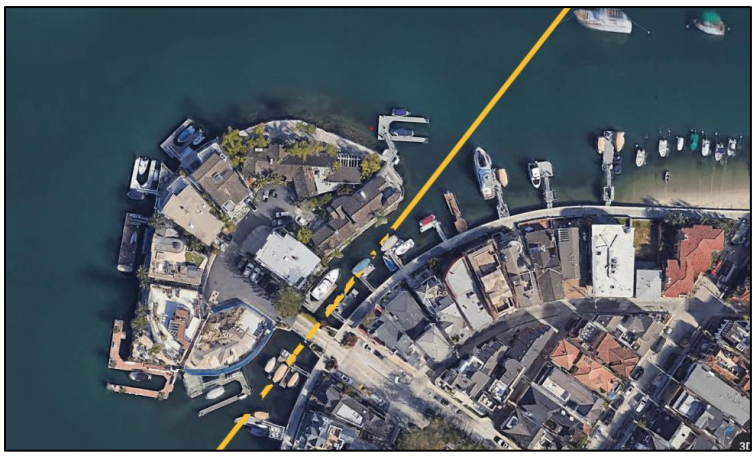


Figure 2: Waters Way Bridge (No. 55C-0265) over Newport Bay. Yellow line marks the boundary between Collins Island (to the west) and Balboa Island (to the east) (Google Earth 2023).

The general area surrounding the bridge was swamp and marshland until the beginning of the twentieth century. A 1901 and 1907 map do not show either Collins Island or Balboa Island (**Figure 3**) (USGS 1901, 1907).

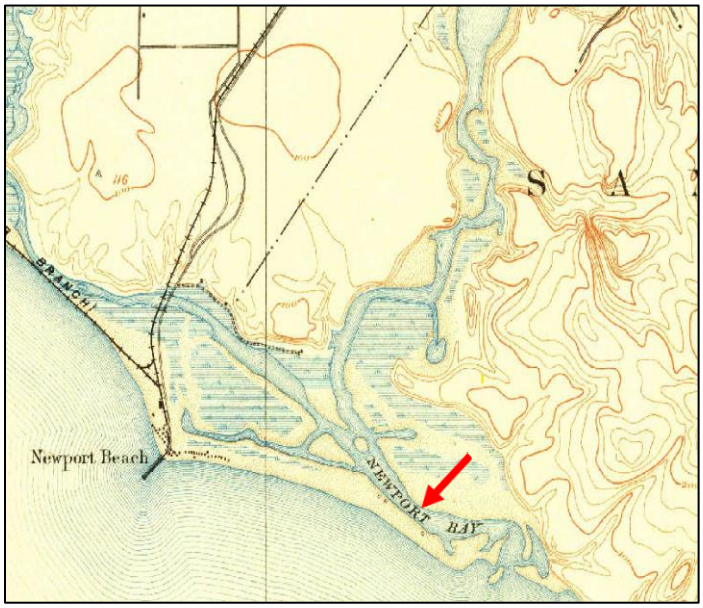


Figure 3: 1907 USGS map shows undeveloped area surrounding Newport Bay. A red arrow points to the approximate future site of Balboa Island. (USGS 1907).

Archival resources document that Balboa Island and Collins Island had been constructed by 1909 (Baker 2004). A 1932 map shows a cluster of residential properties on Balboa Island and on the Balboa Peninsula. Land directly north of Balboa Island remained undeveloped save for a highway that is marked along today's State Route 1, connecting Corona Del Mar with Newport Beach. This map also shows an automobile bridge carrying a road across Newport Bay to the north, connecting the mainland with Balboa Island. This road later became known as Marine Avenue on the island side. Park Avenue, the road the subject bridge carries over the channel, runs perpendicular to Marine Avenue. The map shows it terminating directly before Collins Island (USGS 1932). A 1938 aerial photograph shows a pedestrian footbridge connecting Balboa Island with Collins Island (**Figure 4**). In this aerial photograph, a variety of structures are visible on Collins Island, and a boat dock is situated on the southern tip. Residential properties cover Balboa Island with only a few scattered empty lots (NETR 2023: 1938).

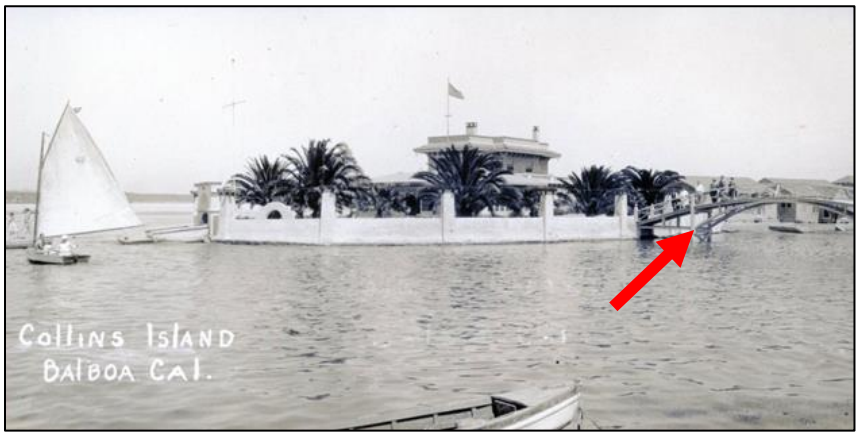


Figure 4: Circa 1930s photograph that shows Collins Island and Newport Bay. A red arrow points to the pedestrian bridge that connected Collins Island with Balboa Island (Courtesy of the City of Newport Beach).

Maps show that between 1938 and 1949 the area around the bridge remained relatively unchanged, apart from four buildings that are present

on Collins Island, which were possibly added by the US Coast Guard when they occupied the island during World War II (*Anaheim Gazette* 1944; USGS 1949). A 1953 aerial depicts only one structure remaining on Collins Island. This is likely due to the ownership change at that time and their plans to redevelop the island into additional parcels for new home construction (*Anaheim Bulletin* 1953; *Los Angeles Times* 1953a). At this time, the pedestrian footbridge is still intact. Later in 1953, Collins Island's then-owner George McNamara constructed the subject bridge (No. 55C-0265); this is visible in 1963 aerials and a 1965 map (City of Newport Beach 1959; NETR 2023: 1963; UCSB 1963; USGS 1965). The 1963 aerial reflects the removal of the sole building on Collins Island and the addition of six residential homes and corresponding boat docks (**Figure 5**) (UCSB 1963; NETR 2023: 1963). Two additional residences were added on the island by 1972, and the area has remained relatively unchanged since then (NETR 2023: 1972, 1987, 1997, 2009, 2020).

Figure 5: 1963 aerial photograph showing Waters Way Bridge (No. 55C-0265) (red arrow) completed (UCSB 1963).

People

William Collins

William Collins was born in Indiana in 1863. Before departing in 1888 for Riverside, California, he was a schoolteacher. Once in Riverside, Collins became a successful orange grower. After his success in agriculture, Collins dabbled in the oil and mining businesses and then bought a large portion of land in Newport from James McFadden in 1902. By 1909, he had constructed Balboa Island. By 1910, Collins had built his personal residence on Collins Island, which he created by dredging a small channel across the tip of Balboa Island. He lived in this house until 1926 when he sold the property to a group of Hollywood investors. Collins moved away from California shortly after, and eventually died in Wichita, Kansas, in 1952 (*Covina Argus* 1926; *Los Angeles Times* 1952, 1953a; Smart 1989).

George McNamara

George McNamara was born November 28, 1894, in San Francisco, California. Very little information regarding McNamara's life can be found in archival sources. His World War I draft card reveals he had moved to Los Angeles sometime prior to 1918 and worked in the printing business. The 1940 Federal Census notes his marriage to Melba McNamara and lists his occupation as an office clerk. In 1948, McNamara bought Collins Island from James Cagney and created plans to expand and develop the island to include eight residential tracts. A 1953 newspaper source described McNamara as a "retired manufacturer" (*Los Angeles Times* 1953b). In 1953, McNamara built the subject bridge (No. 55C-0265) to connect Collins Island to Balboa Island via automobile. During this time, he built his own residence on two of the residential lots he had subdivided on the island. Though the bridge was privately built, he deeded it to the City of Newport Beach in 1959. McNamara resided at his house on Collins Island until his death on January 30, 1973 (City of Newport Beach 1959; US Census Bureau 1940; Ancestry.com 2005).

Architect & Builder

Frederick Hodgdon, the architect of the subject bridge, was born in Dorchester, Massachusetts, in 1894. He attended the Chicago Art Institute between 1918 and 1921 (Koyl 1962). It appears that Hodgdon was primarily an architect of churches. He designed a variety of church buildings throughout his career, including the First Presbyterian Church of Clinton, Iowa, in 1932, and the Evangelical United Brethren Church in Santa Ana, California, in 1956 (Koyl 1962). However, targeted research failed to show that Mr. Hodgdon made any noteworthy contributions to the field of bridge design that would classify him as a master (Ancestry.com 2023; Google 2023: Newspapers.com 2023).

Trautwein Brothers Marine Construction Company was responsible for building the Waters Way Bridge (No. 55C-0265) over Newport Bay. The company was active in the construction of various waterside buildings, including the boat marina in Santa Cruz Harbor, the Ventura West Marina, and docks in Catalina, Huntington Harbour, and Newport Beach. Despite the firm's prolific activity throughout California, the subject bridge does not represent a remarkable representation of their work, nor is it a noteworthy example of bridge construction (*Press Telegram* 1974; *Ventura County Star-Free Press* 1979).

Evaluation

The Waters Way Bridge (No. 55C-0265) is a reinforced concrete slab bridge constructed in 1953 that carries Park Avenue over Newport Bay between Balboa Island and Collins Island in the City of Newport Beach, California. It is a local agency bridge maintained by the City of Newport Beach (Caltrans 2019a). According to the Caltrans Local Agency Historic Bridge Inventory, this bridge is listed as a Category 5, "Bridge not eligible for NRHP" (Caltrans 2019b).

National Register Criterion A/California Register Criterion 1 – Research did not demonstrate that the Waters Way Bridge (No. 55C-0265) was associated with events significant to the broad patterns of our history at the local, state, or national level. The bridge was constructed in 1953 to replace a footbridge to facilitate automobile traffic between Balboa Island and the small, private Collins Island.

Although the bridge made travel to Collins Island more convenient, it was not significant to the development of Collins Island, Balboa Island, or the Newport area, nor with road and bridge development in Newport Beach or Orange County. The subject bridge is not directly or significantly associated with general bridge development at the state or national level. The Waters Way Bridge (No. 55C-0265) is not known to have made a significant contribution to other broad patterns of local, regional, state, or national culture and history. The Waters Way Bridge (No. 55C-0265) is a ubiquitous concrete slab beam bridge type in similar form in the region since the early twentieth century. As such, it is not one of the first or pioneering reinforced concrete slab bridges, nor was it significant to the development of the Newport Bay. Therefore, the Waters Way Bridge (No. 55C-0265) is recommended as not eligible for listing in the National Register under Criterion A and California Register under Criterion 1.

National Register Criterion B/California Register Criterion 2 – William McNamara purchased Collins Island in 1948 and worked to have it subdivided for residential development. To improve island access, he replaced the existing footbridge with a privately funded automobile bridge, which he deeded to the City of Newport Beach in 1959. McNamara was a successful businessman, and he is responsible for the construction of the subject bridge. However, his local historical significance is not represented by the bridge, but rather by the increased development of Collins Island. There is no demonstrable evidence that any other persons that made significant contributions to history at the local, state, or national level are associated with the bridge. Therefore, the property is recommended not eligible for listing in the National Register under Criterion B and California Register under Criterion 2.

National Register Criterion C/California Register Criterion 3 – The Waters Way Bridge (No. 55C-0265), a reinforced concrete slab bridge, is indistinguishable from other examples of this resource type. It was not the first of its type, nor the most distinguished example of a reinforced concrete slab bridge in the region, state, or nation. Its design and construction do not represent a departure from standard construction practices or design for this resource type. The Waters Way Bridge (No. 55C-0265) is not the representative work of a master, nor does it possess high artistic values. Therefore, the resource is recommended as not eligible for listing in the National Register under Criterion C and the California Register under Criterion 3.

National Register Criterion D/California Register Criterion 4 – The built environment of the subject property is not likely to yield valuable information which will contribute to our understanding of human history because the property is not and never was the principal source of important information pertaining to significant events, people, or engineering. Therefore, the resource is recommended not eligible for listing in the National Register under Criterion D and the California Register under Criterion 4.

Conclusion – Lacking significance, this property is recommended as ineligible for listing in the National Register and California Register. It is not a historic property as defined by 36 CFR 800.16(l)(1) nor is it a historical resource as defined by CEQA Section 15064.5(a).

Integrity – The Waters Way Bridge (No. 55C-0265) is recommended as ineligible under all four National and California Register criteria. Therefore, an analysis of integrity is not required.

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