

**UNIT 308**

**SUTTER'S FORT STATE HISTORIC PARK**

**GENERAL PLAN**

**February 1990**

# SUTTER'S FORT

STATE HISTORIC PARK

## General Plan

Preliminary

*October 1989*

*State of California — The Resources Agency  
Department of Parks and Recreation*



*George Deukmejian, Governor  
Gordon Van Vleck, Secretary for Resources  
Henry R. Agonia, Director*

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## INTRODUCTION

### Purpose of Plan

The purpose of the General Plan is to provide guidelines for development, interpretation, and management, in accordance with this unit's approved classification.

The plan is in response to the mandate of the Public Resources Code, which requires that a general plan must be submitted to the State Park and Recreation Commission for its approval before any major work takes place. In addition, the report includes an Environmental Impact Element, conforming to requirements of the California Environmental Quality Act.

The objectives of the plan are:

1. To identify the cultural, natural, and recreational resources of the historic unit.
2. To establish policies for management, protection, research, and interpretation of these resources.
3. To determine visitor activities and uses of the structure that are compatible with the purpose of the park, the available resources, and the surrounding area.
4. To determine the potential environmental impact of visitor activities, use of the structures and grounds, and related development.
5. To establish guidelines for the recommended sequence and scope of restoration and development.
6. To provide an informational document for the public, the legislature, department personnel, and other government agencies.

### Public Involvement

The planning team identified parties and individuals with an interest in this plan, and encouraged their participation in the decision-making process. Participation was enthusiastic and very helpful. An active mailing list of more than 100 names and addresses was developed.

The planning team held workshops at three critical stages of the plan's evolution. Planning assumptions and public resources codes were explained to public participants. Workshop recommendations and discussions were used as a guide by the planning team. Newsletters reported the ideas and issues that resulted from the workshops, and requested continued public participation.



## RESOURCE ELEMENT

### Purpose

This Resource Element was prepared to meet requirements set forth in Section 5002.2, Subsection (b) of Division 5, Chapter 1 of the Public Resources Code, and Chapter 1, Section 4332 of Title 14 of the California Administrative Code. In compliance with this section of the Public Resources Code, the Resource Element sets forth long-range management objectives for the natural and cultural resources of the unit. Specific actions or limitations required to achieve these objectives are also set forth in this element; maintenance operations and details of resource management are left for inclusion in specific resource management programs that will be prepared at a later date.

This element also identifies specific resource sensitivities and physical constraints, and establishes the department's guidelines for acceptable levels of development and use with respect to these concerns.

The Resource Element has two main parts. The first is a brief summary of the unit's resources. More detailed information on these resources is on file with the Department of Parks and Recreation. The second part deals with policy formulation, which begins with unit classification and declaration of purpose, and concludes with specific management policies.

### Unit Description

Sutter's Fort sits on sixteen "town" lots on two blocks in downtown Sacramento. The lots are bounded on the west by 26th Street, on the north by "K" Street, on the east by 28th Street, and on the south by "L" Street. During the restoration period of the late 1880s and early 1890s, the southwest corner of the fort foundations was noted in the proposed alignment of "L" Street. Officials of the City of Sacramento rerouted "L" Street, and traded enough land to the State of California so the southwest corner of the fort might be reconstructed. The entire site, except for the fort interior, was graded during the restoration, and the grounds, now used as a small city-like part, are in lawn, shrubbery, and mature trees.

Sutter's Fort is only one and one half blocks west of Business Interstate 80. From Business 80 eastbound, take the "N" Street offramp, turn left under the freeway, then right on 28th Street to the fort. From Business 80 westbound, take the "J" Street offramp, and continue parallel to the freeway for one block to "K" Street, turn right on "K" Street, and the fort is one block west on the left.

Sacramento, California's state capital, is approximately two hours driving from the San Francisco Bay area, and approximately nine hours from the Los Angeles area.

## Resource Summary

### Natural Resources

#### Topography

The project area has undergone dramatic topographic modification since the time of initial settlement. Material was excavated to fabricate adobe brick. The slough which meandered through the northern portion of the property was removed. During the construction planning for the California Pioneer Memorial, in 1890, a site grading plan was developed by civil engineer C. E. Grunsky (Map T-1). The grading of the entire site except for the interior of the fort was completed in 1891. A pond was envisioned by Grunsky to represent the slough which abutted the north wall of the fort during the Sutter period of occupation. The original elevations of the site ranged from 11 feet above mean sea level (msl) at the bottom of the slough to 29 feet above msl in the current fort complex. The elevations following grading ranged from 13 feet above msl in the bottom of the pond to 29 feet above msl in the fort complex.

The project area is approximately 6.2 acres in size, and roughly rectangular in shape.

#### Meteorology

Sacramento enjoys a mild climate, and an abundance of sunshine year round. Nearly cloudless skies prevail during the summer months. Sacramento experiences an average of 194 clear days per year (53%). Summers are also remarkably dry, with warm days and pleasant nights. Because of the shielding influence of the high mountains, winter storms reach the valley in modified form. Excessive rainfall and damaging wind storms are rare in Sacramento.

Prevailing winds in Sacramento are southerly all year. This is due to the north-south direction of the valley and the deflecting effects of the towering Sierra Nevada on the prevailing oceanic winds which move through the Carquinez Straits near the junction of the Sacramento and San Joaquin Rivers. Occasionally, a strong northerly barometric pressure gradient develops, and air is forced southward over the Siskiyou Mountains, reaching the valley floor as a warm, dry north wind. These north winds, or modifications of them, produce heat waves in the summer. Fortunately, they occur infrequently, and are followed within two or three days by the normally cool southerly breezes, especially at night.

Summer nights in the Sacramento Valley are, with few exceptions, cool and invigorating. This is primarily the result of the prevailing oceanic influence.

Precipitation averages 16.3 inches per year, 90 percent of it occurring between November and April 30 of each year. Thunderstorms are few in number, averaging five days per year. Snowfall is rare, and falls in such small amounts that its occurrence can be disregarded as a climatic feature. Dense fog occurs mostly in midwinter, seldom in the spring or autumn, and never in the summer. Light and moderate fog is more frequent, and may come anytime during the wet, cold season. Fog is usually of the radiational cooling type,

and confined to the early morning hours. Under stagnant atmospheric conditions, winter fog can become very persistent, and may continue for several days. Heavy fog averages 35 days per year.

## Hydrology

The project area is located on a high floodplain of the American and Sacramento Rivers. At the time of establishment of the settlement in the mid-1800s, a natural slough existed adjacent to the fort on the north side. During spring flooding, the American River overflowed its banks into the low-lying plains, and flowed along a path (including McKinley Park, Sutter's Fort, the Tower Theatre, and William Land Park) to the Sacramento River.

While the low areas of the current site were periodically inundated, the hummock on which the fort was sited was high enough to avoid most floods.

The slough had one deep area on the north side of the fort which retained water year-round. This was referred to by Sutter as the teich (German for pond) (see Kunzel Map, Maps C1 and C2).

The urbanization of Sacramento County has resulted in complete disruption of the natural hydrologic cycle on the site. Construction of a system of flood control levees along the American and Sacramento Rivers, and upstream dams on the Sacramento River and its tributaries, has largely eliminated the periodic flooding during spring. Furthermore, the natural slough was filled in.

An artificial lake in the shape of a race track (oval) was created in the area of the original slough during site grading in 1891 (Map T-1). This lake was subsequently filled in 1897. Then, in 1907, a smaller pond was excavated, in approximately the same location as the original, probably as an integral part of the ongoing landscape development. This pond, which is now the west oval of the current pond configuration, never had a sealed bottom. It does have a rock retaining wall to reduce bank erosion.

The east oval was constructed in 1909-1910. This oval is concrete-lined along the bottom and banks. This project involved considerable expense, indicating that the concrete lining was probably installed during initial construction.

The department added a four-foot-high fence around the two oval pond perimeter in order to reduce bank erosion, vegetation, and wildlife damage, and increase visitor safety.

This aquatic resource is best described as an urban fish pond. The pond must be periodically dredged of accumulated sediments. Each oval has sprinklers which serve to aerate the water and maintain the water depth at an average of 16 inches.

## Geology

Sacramento lies in the northern half of the Great Valley Geomorphic province. This province is a nearly flat alluvial plain 450 miles long and 50 miles wide that ranges in elevation from 1,000 feet above sea level to a few feet below.

The current profile of the northern half of the Great Valley is a deep trough filled with marine and continental sediments from 0 to 10 miles thick. The non-symmetrical V-shaped trough is formed by shallow gradient granitic rock of the uplifting Sierra Nevada on the east, and on the west, the steeply inclined Franciscan Formation of the Coast Range Mountains. The City of Sacramento lies on the east half of the Great Valley, where the sedimentary depositions are more than 2 miles thick.

The deepest sediments below Sacramento, comprising over a third of the total thickness, were deposited under cool seas during the late Cretaceous Period. These deposits are a conglomerate and coarse sandstone, probably reflecting the accelerated mountain building of the Sierra Nevada during that time. The middle third are sediments of the Paleocene, Eocene, and Oligocene periods. These depositions are composed of silty claystone, sandstone, and conglomerate. The top series of sediments, also encompassing a third of the total thickness, were deposited above sea level on alluvial flood plains during the Miocene and Pliocene.

There are no active faults in the Great Valley near Sacramento. The nearest fault zones are the Bear Mountain fault and the Melones fault in the Sierra Nevada foothills. Two very active fault zones exist in the San Francisco Bay area: the Hayward and Calaveras faults. Although there are no faults in the immediate vicinity, major earthquakes along distant faults can be felt in Sacramento because the energy is easily transmitted across the deep sediments of the Great Valley.

#### Soils

The original Sutter's Fort was constructed on a slightly elevated parcel of the high floodplains of the Sacramento and American Rivers. Prior to construction of a levee system and upstream dams, this area was periodically inundated with spring flood runoff.

The Rossmoor soil series, the dominant soil series of this area, consists of level, very deep, and well-drained soils formed in alluvium derived from mixed rock sources. These soils are neutral to slightly alkaline in pH, and have a surface layer from 7-16 inches thick that is high in organic matter.

Grading of the site (Map T-1) has significantly altered the soil profile in many areas.

#### Plant Life

The existing vegetation of Sutter's Fort State Historic Park is a conglomeration of specimen trees and shrubs. This is an urban park in which the plant species and associations bear no resemblance to the original native vegetation community. Existing landscape vegetation is displayed on the vegetation map (P-1).

The current landscape consists of scattered individuals or copses of trees, shrubs, succulents, groundcover, and turf. Several species of oak are established as street trees bordering the property: valley oak (Quercus lobata) along 26th Street, live oak (Q. agrifolia) along 28th and "L" Streets,

and English oak (Q. rober) along "K" Street. There are two copses of coast redwoods (Sequoia sempervirens) planted near the northeast corner of the property. The copse of three redwoods adjacent to 28th Street has an understory of Grecian laurel (Laurus nobilis) and ivy (Hedera ssp.), and bears breech (Acanthus mollis). The other copse of three redwoods adjacent to "K" Street appears to have been planted at the same time. This copse has an ivy groundcover.

The existing turfgrass is a mixture of perennial ryegrasses (Lolium ssp.), blue grass (Poa ssp.), and fescue (Festuca ssp.).

### Historic Plant Life

At the time of Sutter's arrival in the area, the site contained plant life characteristic of the Great Central Valley Landscape Province, specifically riparian and floodplains species (Table 1).

This site is on a high floodplain near the American/Sacramento River confluence. Originally, the site had much topographic relief, with deep, well-drained soils. This would indicate that the lower elevations of the site were dominated by Fremont cottonwood (Populus fremontii) and black willow (Salix goddingii), while the higher ground may have supported sycamore (Platanus racemosa). Other tree-shrub species that likely occurred in the area include box elder (Acer negundo var. californica), valley oak (Q. lobata), black walnut (Juglans hindsii), Oregon ash (Fraxinus latifolia), California buckeye (Aesculus californica), button willow (Cephalanthus occidentalis), sand bar willow (S. hindsiana), red willow (S. laevigata), and Pacific willow (S. lasiandra).

Sutter's first task in establishing New Helvetia was to clear existing vegetation from the site. Initially, probably all riparian trees were cut down for their wood. The settlers soon established food crops. To the north of the slough, north of modern-day "K" Street, orchards were established, including apples, pears, plums, pomegranate, and citrus. There were also grape arbors and raised garden beds. Sutter dug deep ditches to protect his fields from cattle. In time, he lined these ditches with willows.

### Pioneer Memorial Landscaping

A landscape plan for the site was developed in 1904 by John McLaren, Superintendent of Golden Gate Park in San Francisco, at the request of the Trustees of Sutter's Fort. The McLaren landscape plan has not been located to date, although its content has been summarized in a newspaper article.

This was to be a purely California park, using only native trees and shrubs. The plan called for three species of native oak to be planted as street trees along "K", 26th, and 28th Streets. No street trees were to be established along "L" Street (this was prior to acquisition of property necessary to realign "L" Street away from the fort building). The oaks along "K" Street were to be deciduous. The interior grounds outside the fort were to be planted with clusters of California trees of different varieties, and intermixed with walkways. Beginning in 1904, and culminating in 1908, the Native Daughters of the Golden West planted a variety of trees, shrubs, and

flowers on the grounds, for the purposes of creating a public park. The copse of redwoods planted in 1904 as a California pioneers memorial, as well as the second copse of redwoods, were likely authorized by the McLaren plan.

It appears that the Trustees of Sutter's Fort adopted the McLaren Landscape Plan in 1904, although there is no information as to whether any modifications were also adopted. In any event, use of California native plant material has not been strictly adhered to since then. Existing plants, as well as sketchy historical references, indicate that many plants not native to California have been established since 1904.

Since the late 1950s, the department has gradually reduced the abundant landscape plantings that had previously accumulated. Although no formal landscape plan was prepared, the general departmental philosophy was to manipulate the vegetation toward the historically authentic landscape, and to use only native plant species.

During this time, trees, flower beds, vegetable gardens, rose bushes, vines, and shrubs were removed from inside the fort. There were also numerous plants of all sizes decorating the outside of the fort walls. The department made an initial, determined effort to remove many of these plants from the base of the fort walls. Indirectly, the number of plants over the whole area has dropped during the past 30 years, through attrition and non-replacement.

Table 1  
Native Central Valley Riparian Vegetation

<u>Scientific Name</u>	<u>Common Name</u>
<b>TREES</b>	
<u>Acer negundo</u> subsp. <u>californicum</u>	box elder
<u>Aesculus californica</u> *	California buckeye
<u>Alnus rhombifolia</u> *	white alder
<u>Fraxinus latifolia</u>	Oregon ash
<u>Juglans hindsii</u>	black walnut
<u>Platanus racemosa</u>	California sycamore
<u>Populus fremontii</u>	Fremont cottonwood
<u>Quercus agrifolia</u> *	coast live oak
<u>Quercus lobata</u>	valley oak
<u>Quercus wislizenii</u> *	interior live oak
<u>Salix exigua</u>	narrowleaf willow
<u>Salix goodingii</u> var. <u>goodingii</u> *	Gooding willow
<u>Salix leavigata</u>	red willow
<u>Salix lasiandra</u>	Pacific willow
<b>SHRUBS</b>	
<u>Artemisia douglasiana</u>	mugwort
<u>Atriplex lentiformis</u> *	quail-bush
<u>Baccharis douglasii</u> *	false-willow
<u>Baccharis glutinosa</u> *	seep-willow
<u>Baccharis viminea</u>	mulefat
<u>Cephalanthus occidentalis</u>	button willow
<u>Cornus glabrata</u> *	brown dogwood
<u>Cornus occidentalis</u> *	red osier dogwood
<u>Heteromeles arbutifolia</u> *	toyon
<u>Hibiscus californicus</u> *	wild hibiscus
<u>Lonicera involucrata</u> *	twinberry honeysuckle
<u>Ptelea crenulata</u> *	hop tree
<u>Rosa californica</u>	wild rose
<u>Salix hindsiana</u>	sandbar willow
<u>Salix lasiolepis</u>	arroyo willow
<u>Salix melanopsis</u>	willow
<u>Sambucus mexicana</u>	elderberry
<u>Symphoricarpos rivularis</u>	snowberry
<b>GROUND COVER</b>	
<u>Aristolochia californica</u>	Dutchman's pipe vine
<u>Clematis lasiantha</u>	wild clematis
<u>Clematis ligusticifolia</u>	western clematis
<u>Lonicera hispidula</u> var. <u>vacillans</u> *	wild honeysuckle
<u>Rhus diversiloba</u>	poison oak
<u>Rubus discolor</u> *	Himalayan blackberry
<u>Rubus ursinus</u>	wild blackberry
<u>Rubus vitifolius</u>	wild blackberry
<u>Similax californica</u>	wild grape

\*Uncommon

## Animal Life

This unit is located in an urban setting; all of the natural habitat for native wildlife has been drastically altered. All of the species of animals present are those capable of living in close association with civilization.

There are numerous domesticated birds and mammals which are abandoned at the unit by the general public each year, especially around the pond.

There are several introduced fishes inhabiting the pond, including koi carp, bluegill, largemouth bass, warmouth, and bullhead. Crayfish have also been found along the edges. Wood ducks and mallards are regular inhabitants of the pond.

## Ecology

The site is a highly altered urban landscape with very few of the original biotic or abiotic components of the ecosystem still intact.

## Cultural Resources

### Previous Investigations

The records of the California Office of Historic Preservation were examined in order to identify any previous recordation of Native American or Euroamerican cultural resources at Sutter's Fort. These records show that a Native American site, CA-SAC-34, was recorded in 1936 (Map C-3). The records also show that the on-site Euroamerican resources were registered as a National Historic Landmark in 1965, and listed on the National Register of Historic Places in 1978. The historic importance of the site has also been recognized by the City of Sacramento and the State of California. Both entities consider the fort a historic landmark.

### Inventory Procedure

Since the entire grounds of Sutter's Fort cover only 6.2 acres, the whole area was surveyed intensively. Although there was no contact with the Regional Archeological Data Center at Sacramento State University specific to this project, such contacts have been made recently enough to ensure that the Resource Protection Division data base is current. Resource Protection Division files contain all site records, excavation reports, and reconstruction documentation known to exist.

### Archeology

Archeological values at Sutter's Fort are complex. The fort sits on a known Native American cemetery (Map C-3). The fort is itself a combination of original construction from the Sutter period of occupation in the 1840s, and the inaccurate reconstruction of portions of the fort as a Memorial to California Pioneers done in the 1890s. Based on one newspaper account, it is possible that the fort grounds were the site of the first attempt at historic archeology in California, during the reconstruction period. The fort grounds were the site of several historic archeology projects during the late 1950s and early 1960s (Map C-3). Rehabilitation efforts beginning in the mid-1980s

have again drawn attention to the archeological potential of the fort and its surroundings.

The Sacramento and San Joaquin valleys were among the first areas of California subjected to a systematic evaluation of known Native American archeological sites for the purpose of developing a chronology of prehistoric cultures. The result was the Central Valley Taxonomy, developed about 1936 by J. B. Lillard and W. K. Purves, both on the staff at Sacramento City College. This "taxonomic" scheme identified three principal prehistoric cultures that could be divided chronologically. These three major culture types are known as the Early, Middle, and Late Horizons. Although there has been considerable subsequent research in "Central Valley" archeology, and numerous regional variations are documented, this early tripartite taxonomy is still generally accepted as the basic pattern for the Sacramento area of California.

Many taxonomies in archeology throughout the world are based on variation in how prehistoric peoples treated the dead. Human bone, animal bone, and stone artifacts are durable, and, in most soils, are those things that last the longest. Also, cemeteries are the easiest archeological resources for the average person to identify. Human bones, especially skulls, are fairly easy to identify, and are frequently discovered during agricultural soil-disturbing activities. Most of the early identifications of prehistoric sites in the Central Valley have been in this manner.

The Early Horizon is characterized by fully extended burials, lying on their backs with the top of the head in a westerly direction. Early Horizon burials nearly always have artifacts (grave goods) buried with them. These funerary offerings include large slate or chert projectile points, charm stones, distinctive shell ornaments, quartz crystals, and, rarely, milling stones/manos.

Middle Horizon (sometimes called Transitional Period) sites are characteristically villages/middens with burials in a dark midden mass. The greater majority of Middle Horizon burials are tightly flexed, knees to chest, and buried in a variety of orientations. It is felt that the body was tied into the flex, and possibly wrapped in an animal skin blanket or organic fiber mat. Most Middle Horizon burials also have funerary artifacts. Projectile points found with these burials are smaller and broader in relation to length than the Early Horizon types. There are numerous differences in the types of shell artifacts found, and more numerous bone tool types in the Middle Horizon. More Middle Horizon dead were buried with milling tools than their Early Horizon counterparts. This difference in burial pattern has led some scholars to propose that the Middle Horizon peoples were intruders who pushed the Early Horizon peoples out of the Central Valley and Sierra foothills.

Changes from the Middle to Late Horizons are more subtle than the differences between Early and Middle Horizons. Late Horizon burials also occur in village middens, and sometimes around the perimeter of a large ceremonial structure. Burials are principally flexed but extended, and partially cremated remains are not infrequent. Principal distinguishing traits of the Late Horizon are an increasingly complex array of food processing tools and more specialized hunting equipment. Burial artifacts reflect these technological changes, and stone, shell, and, after contact, glass bead necklaces become common on both men and women. The addition of a diverse variety of obsidian (volcanic glass) artifacts is also characteristic of Late Horizon.

The Native American cemetery at Sutter's Fort was discovered during investigations of the historic archeology of the fort carried out between 1955 and 1960. One burial was discovered northwest of the central building during excavations designed to rediscover the location of Sutter's original three-room adobe. Twelve more whole and partial burials were discovered off the northeast corner of the central building during a search for the foundations of interior corrals built during the Sutter period. By position and artifact yield, these remains have been determined to be late Middle Horizon.

It is probable that there were no Indians living on the site when Sutter chose it for his home and factory. Sutter and several of his staff kept detailed diaries and journals, and none of these sources note a Native American village at the site chosen for construction. It is certain that the burials themselves predated the Sutter occupation by several hundred years.

The historic archeology of Sutter's Fort will be addressed in the Historic Structures and Site section.

### Ethnography

Although Sutter's Fort sits in territory claimed by the Nisenan, his principal Indian employees were Northern Foothill Miwok, and secondarily Koncow Maidu. All of these peoples are speakers of Penutian languages that are mutually unintelligible. In the ten years preceding Sutter's arrival in August 1839, most of the Native American population of the Sacramento and lower San Joaquin Valleys died of European-introduced disease.

Malaria, commonly called ague or intermittent fever in the mid 19th-century, was first noted along the Pacific coast at Fort Vancouver in 1829. By 1833, the disease had spread into the Sacramento Valley, where according to research by Sherburne Cook, more than half of the Indian population died of malaria in 1833. More than half of the remaining native peoples died of smallpox in 1847. The origin of spread for smallpox has not been clearly identified, but the disease was widespread in both Mexican and American populations.

The remnant Nisenan population and most Koncow appear to have abandoned the valley floor and retreated to the foothills after the first of these two terrible epidemics. By 1839, when Sutter arrived, he was met by several hundred Native Americans who had apparently returned to their riverside villages.

Most of Sutter's Indian employees were identified as Cosumne (Miwok). As is noted in the history section, Sutter used Indians in a variety of ways, from common laborer to trusted personal bodyguards. Records kept by Pierson B. Reading, Sutter's chief trapper in 1845-46, show at least 18 and possibly as many as 24 Indians working as trappers.

The ethnographic group of record for the fort site is the Nisenan (sometimes called Southern Maidu). The Nisenan spoke a language classed in the large Penutian linguistic stock, which included most of the Native American groups of the Central Valley of California. The Nisenan language is divided into three dialects. The Valley dialect was spoken in the area of present-day Sacramento.

The Nisenan and other valley peoples were so reduced by European-introduced disease before Sutter arrived that it is difficult to define an occupation area for the Nisenan. They are thought to have occupied an area from about the Cosumnes River on the south to some distance above the Yuba River on the north, and from the Sacramento River east to the Sierra crest.

Valley Nisenan lived in villages ranging in size from three to about fifty family residences. They settled on the natural levees near watercourses on the valley floor, and generally near perennial streams in the foothills.

## History

While John Sutter was the first European to settle in the Sacramento Valley, he did not enter a totally unknown world. The area had been explored by Spanish patrols as early as 1806. The Spanish searched for mission sites, but found "water sources scarce and difficult," and the native population already leery of European contact. The Spanish were replaced by travelers from the Mexican presidios, and by explorers from Fort Ross and American and British trappers. The Hudson Bay Company had attempted to trap the valley beaver out of existence as a means to deflect American trappers entering the Sacramento from the San Joaquin Valley. The real purpose was to protect the fur-rich Snake River country in modern-day Idaho. By the mid-1830s, cattle and horses were being driven north from Mexican settlements up the valley to the Oregon country. In 1837, former fur trapper Ewing Young led a major cattle-horse drive out of Sacramento for the Willamette Valley of Oregon. Sutter spent several days with Young during his layover in Oregon.

In mid-August 1839, Sutter, a Swiss emigrant to Mexican California, climbed a small hill about a mile south of the American River. The mound was bare and sort of rectangular in shape, pinching in at the east end. Its northern slope eroded at the edge of a stagnant pond of water edged by tules and cottonwoods. Sutter had looked at many places, including a large hill about a mile away to the southeast, but there was no water there. This site, not as good as others, and definitely not like the land he saw along the Rio de las Plumas (Feather River), would do. Here, he would establish his camp, and build his houses; here was the heart of his empire. Two weeks later, Sutter's nearest neighbor, Dr. John Marsh, rode the sixty-odd miles from his rancho near the slopes of Monte Diablo to pay a call. He viewed the tents and the brush huts, and the mosquito and frog-filled pond and the adobe bricks Sutter's workmen were preparing for a three-room structure, and dubbed the whole place: "Sutter's Frog Pond" (Maps C-1 and C-2).

From Sutter's "Frog Pond," the place became "Sutter's Station," as he became a candidate for Mexican citizenship, a representative of the Mexican government, a justice of the peace, and an applicant for a land grant for 11 leagues. Mexican citizenship came in 1840, and the grant for 48,400 acres (more or less) was approved in 1841 (Map C-1). Sutter's grant was for a colonizer, an "empresario," and he would have to place 12 settlers on his colony of New Helvetia to establish the legitimacy of the grant, and gain additional acreage in compensation. In July 1844, Sutter was appointed a militia captain in the newly reorganized auxiliary militia of California. With a reinforced militia force, Sutter went to aid the embattled Mexican governor, Manuel Micheltoena, against rebellious Californios. The governor awarded Sutter, in a time-honored and legal manner, 22 more leagues of land as compensation for his

governmental loyalty. The governor lost against the rebellious forces and surrendered; Sutter was captured on the bloodless field of battle on the first day. Released by the victorious Californios, Sutter's loyalty and ability to now support the victors gained him his freedom, restoration of his duties, and command of the old northern frontier of Alta California. Micheltorena had promoted Sutter to the rank of lieutenant colonel, but Sutter retained only the rank of captain, and allowed himself to be called "Comandante" (commander).

While all of this occupied one part of the stage, Sutter's establishment had become the colony of New Helvetia, but "Sutter's Station" was still a three-room adobe hut with a new tule roof. The old roof had burned off during the late winter of 1840. There was an adobe-walled corral immediately east of the house, a collection of tule huts, and a wooden picket palisade to ward off unwanted visitors. In the spring of 1841, the main house was planned inside the palisade. It would be three stories tall, and feature projecting upper floors (in the Swiss style), would have a shingled roof, and would have approximately ten rooms. Then, Sutter received a terrible fright, and all plans changed.

Whether John Sutter planned to wall his establishment from the first or not is not known. He had certainly seen enough protected settlements in his North American travels from Bent's Fort, to Fort Vancouver and Fort Hall, to Fort Ross and M. G. Vallejo's fortified Petaluma Rancho headquarters. Only John Marsh lived in an unfortified house, though his house was sturdily made, and loopholed for rifles. In the early spring of 1841, Sutter became aware that the commanding general of California, Lt. Colonel M. G. Vallejo, was rattling his sword, and threatening harsh action against the Swiss-American colonizer. Sutter started a fort around his house.

Naturally, it took time; thousands of adobe bricks had to be made, and to make the bricks, dozens and dozens of laborers. The two opposite bastions were built first, approximately three stories high (about 27 feet), and then an outer, low wall to connect the bastions and protect an inner courtyard. In secret, Sutter bought ten cannon at San Francisco harbor, and smuggled them up-river. The guns were old Spanish tubes from the revolutionary wars, but they were cannon. He also sent John Sinclair to Honolulu to purchase small arms, but the venture was not successful. By early fall, Sutter had completed the two bastions, the cannon were mounted, a five-foot-high wall encircled the courtyards of the establishment, and plans were in the works to build the walls higher, and add an inside wall and rooms between the walls.

Inside the walls, the main building, rectangular in shape, stood empty and unfinished. It lacked doors and windows, and while the gabled roof framework was in place, shingles and more importantly shingle nails were lacking. Apparently in late November 1841, the main (or central) building was covered with a tule thatch for protection. The main building would not be finished until 1843.

Sutter continued to live in his one room in the original three-room house that stood immediately northwest of the new central building. By late 1842, the outer walls had reached approximately 18 feet in height, and the double front gate was finished. On a flattened, reinforced roof on either side of the main (south) gate, a 12-pounder gunnade cannon had been installed to sweep away any foot attack against the portal. A gallery lined the interior side of the outer wall. An inner wall had gone up to approximately 14 feet in height, and

the outer wall and inner wall attached with a slanting wooden shed-like framework. Roofs were made of tule thatch, hopefully to soon be replaced with wooden shingle. The last wood shingles were put on in April 1846, after the wind stripped the tules off the northeast side of the fort.

Between the inner walls on the west, south, east, and northeast-facing walls, rooms were partitioned off with adobe bricks and whipsawed planks. Doors were made, and as more Americans arrived, Sutter worried about hasps and padlocks to secure the rooms.

In the fall of 1841, Sutter, despite the threat of ouster by the Mexican government, had purchased the movable property of Fort Ross. The former Russian fort was stripped of furniture, lumber, glass windows, doors, and even whole buildings, which were knocked down, bundled up, and shipped to Sutter's developing fort. The majority of the move -- over a two-year period -- was successful, but mishaps did occur, and some Russian structures did not survive to reach Sutter's developing fortress. Several buildings reached Sutter's, but work crews could not define how to reassemble the intricate structures.

The fort, nearing completion in 1843 (it was actually never finished), was described by Lanceford Hastings in some detail:

"In form it is a sexangular oblong, its greatest length being 428 feet, and its greatest width, 178 feet; 233 feet of its length being 178 feet wide, and the residue but 129 feet wide. It is enclosed by permanent 'adobie' walls, which are 18 feet high, and three feet thick, with bastions at the corners, the walls of which, are five feet thick. It is entered by three large swinging gates, one of which is on the north, another on the south side, and the third on the east end -- The first of these is entirely inaccessible from without, because of a deep and impassable ravine, which extends the whole length of the fort, on the north; on each side of the second (that is the south), is a plat-form, upon each of which, a nine pounder is planted, and the third is completely commanded by one of the bastions. There are two bastions, each of which has four guns, two nine pounders and, two six pounders; and in all, there are twelve guns of different caliber. The inner building of this fort, consists of a large and commodious residence, for the various officers, in connection with which is a large kitchen, a dining room, two large parlors, the necessary offices, shops and lodging apartments. Besides these there is also a distillery, a horse mill and a magazine, together with barracks..."

Inside the main courtyard of the fort, Sutter built, or reassembled from Russian Fort Ross, several wooden structures. The largest, in the southwest corner, was the "plankit" (blanket) factory. Several small wooden structures were built in the southeast courtyard, near the east gate.

The Mexican-American War passed the fort without serious physical effect; however, Sutter's involvement as a U.S. supporter did cost him heavily in financial expenditure. Little of it was ever paid back.

After years of drought, and learning to farm in California, Sutter in 1847 saw agriculture begin to pay. His debts were heavy, and his attempts to pay and keep his creditors at bay was a major stress on him. The year 1848 would be a bumper crop year; everything was coming to fruition. What actually came was the discovery of gold, and while at first it appeared to be a blessing, it in turn became a demon to Sutter. Unable to profit as a miner, he turned to merchandising, but found himself a fish among sharks. Repeatedly, the outclassed and befuddled (by his growing alcohol problem) Sutter was cheated and looted by his partners. The flood of argonauts drawn by the gold strikes swarmed past Sutter's Fort like locusts. They took what they wanted.

Sutter began to rent parts of the fort, until by mid-1849, he owned but controlled little of the fort. Shortly thereafter, disillusioned, outraged at his son's (John August Sutter, Jr.) creation of Sacramento, overrun by miners, but free of debt by his son's actions, Sutter sold the fort, and retreated to his agricultural property at Hock Farm on the Feather River.

### Historic Structures and Sites

The only above-ground Sutter period resource at Sutter's Fort State Historic Park is the "Central Building," constructed by John Sutter between 1841 and 1843. Sutter constructed a rectangular structure that could be characterized as a one-story building with a full basement and full attic. It is 65 feet in length on the north-south line, with a width of 35 feet east-west. Originally, the ground, or basement, floor had no doors or windows. Entry was from the first-floor level via stairs covered by a locked trapdoor for which only Sutter had a key. After the sale of the fort, windows and doors were cut into the adobe walls. Small windows on the west, south, and east sides and a door on the west side were left intact during the 1890s reconstruction of the fort. The small windows in the south wall were walled up during the 1959 rehabilitation of the central building.

The first floor (or second level) was divided into seven rooms. The western half became Sutter's private apartment of four rooms, while on the east was a central hall (dining area with simple furniture). At the north end of the hall was a room used as a public business office; on the south end of the hall, the room has been identified with the short tenure of Doctor William Gildea. How this room was appointed and furnished is not known.

The attic was unfinished during the Sutter period. It was reached by stairs (or a ladder) located at the north end of the hall, and currently duplicated by wooden stairs. How Sutter used the attic is unknown. During the gold rush, the central building was used as a hotel, and the upstairs became a common (dormitory-like) sleeping area.

The first floor was apparently reached by double approach sets of wooden stairs on the west and east sides of the central building. The stairs were open without railing.

The remainder of the Sutter period portion of the historic unit is archeological in nature. The south and west walls of the pioneer monument and the southern portion of the northwest bastion are close to the original Sutter alignments. Unfortunately, the excavations for the stepped common brick foundation almost certainly destroyed any archeological remnant of the Sutter

construction. As noted below, excavations in search of the extension of the south wall and the alignment of the east wall were unsuccessful. Except along the outside of the existing north wall, it is probable that any remaining evidence of Sutter-period construction was destroyed when the site was graded in 1891.

Since the only remainder of the Sutter construction on the site is the central building, the statements of eyewitnesses are critical to understanding the size and shape of the original fort/factory. In addition to the Hastings quote above, there are several other descriptions of the fort.

In his reminiscences, Sutter notes that:

"I built one large building and surrounded it with walls 18 feet high and bastions. The walls enclosed about five acres. They were of adobe blocks about two and one-half feet thick, bastions five feet thick, and under the bastions the prisons. I then erected other buildings, bakery, mill, blanket factory, all inside. ...four years were occupied in building the fort."

There are many minor inconsistencies in the various descriptions of the fort. For instance, Hastings notes the exterior walls as three feet thick, while Sutter states that they are two and a half feet thick.

Beginning in 1848, Sutter leased space to individuals for commercial activities, and then sold the fort in 1849. From then through the early 1850s, numerous doors and windows were cut through the exterior adobe walls. In part due to this cutting, and in part due to the salvaging of the wood construction, parts of the fort had fallen into ruin by 1857. By 1858, only the damaged central building and the southeast bastion in ruins remained.

During the period 1849 to about 1875, the sixteen lots on the two blocks bounded by 26th-28th and "K" and "L" Streets were in the hands of numerous owners, and subject to a variety of sales, transfers, and tax auctions. During this time, the central building was used as a hotel, residence, and junk depository. Mrs. Olive Lawson and her nine children used the structure as a residence from about 1859 to 1868, when she was evicted by the sheriff, and the property was put up for sale at tax auction. In 1867, Lawson had replaced the dilapidated adobe south wall of the central building with a common brick wall, which remains today, hidden by an adobe facade.

As time went on, various pioneer groups in California became interested in the historic value of the fort, and attempts were made to gather information about the complex from first-hand sources. This culminated in an 1889 article in *Themis*, a short-lived Saturday Sacramento publication, showing maps of the fort based, to a great degree, on the memory of John Bidwell. As we shall see below, Bidwell's memory was accurate.

In 1888, the Native Sons of the Golden West (NSGW) made a decision to raise funds to purchase the fort property, and rebuild the fort as a memorial to California pioneers. The generation of the *Themis* maps was part of their research. The driving force behind the reconstruction, civil engineer Carl E. Grunsky, searched for pioneers who had seen the fort in its original

configuration, and took several of them out to walk the grounds. In his account, Grunsky notes that the remainder of portions of the exterior walls showed clearly as low linear mounds that were readily identifiable along the west and south perimeter of the fort. He further notes that the location of the southwest corner was, in part, established by excavating for coal. The blacksmith shop was known to have been along the south wall one room east of the corner, with the colliery (coal and charcoal storage) in the corner room. Apparently, Grunsky and others carried out a primitive project in historic archeology, and discovered the remains of the coal pile. Unfortunately, the north and east walls were not as easy to identify.

After a considerable fund-raising effort in 1889, the NSGW was able to secure the two blocks from Benjamin Merrill, a resident of Chicago, Illinois. Mr. Merrill placed in the papers of transfer a deed restriction stating that the property must always be used for public purposes. The State of California accepted the property from the NSGW in 1891, with the provision that it be managed by a board of trustees appointed at the pleasure of the governor.

Between 1891 and April 1893, the NSGW rehabilitated the central building by filling in various holes with adobe, covering the common brick south wall with a layer of adobe, and digging under the structure and implanting a common brick foundation. At the same time, partially funded by a \$20,000 grant from the state, the NSGW attempted to reconstruct the exterior walls and associated interior shed structures. The exterior walls are of common brick, with portions of the shed walls of adobe, and portions of fired adobe brick. In April 1893, the partially reconstructed fort was formally presented to the State of California in a "Grand Ceremony." The state put up another \$10,000 to finish the shed structures. The shed walls in the west and southwest sections of the fort were completed by the state, and are of adobe bricks fired for the state by Muddox Co. The oval pond was excavated by Grunsky to represent the slough that abutted the north wall of the fort during the Sutter occupation. By 1897, the hole Grunsky had graded for the pond had not yet been improved. The water-filled stagnant oval was cited by the City of Sacramento as a mosquito hazard, and the state contracted for 12,000 cubic yards of soil and filled the pond.

There are numerous differences between Sutter's Fort (as represented in written accounts and on the Kunsel map) and the 1890s Pioneer Memorial. The most important of these differences are as follows:

1. The footprints of the two constructions vary considerably.
  - a. The fort was 428 feet on its east/west axis, while the Pioneer Memorial is 320 feet long.
  - b. The fort was 178 feet north/south at the west end, while the Pioneer Memorial is 163 feet wide at the same point.
  - c. The fort was 129 feet north/south at the east end, and the truncated Pioneer Memorial is 137 feet wide at the existing east end.
  - d. The fort had corrals to the north and northeast of the central building, while the "Kyburz Annex" occupies the space north of the central building in the Pioneer Memorial.

- e. The east wall of the fort distillery was 72 feet west of the central building, while the "Distillery" (museum) in the Pioneer Memorial is only 25 feet west of the central building.
  - f. Sutter's original three-room adobe, which extended north from the northwest corner of the central building, does not exist in the Pioneer Memorial.
  - g. The large adobe-walled threshing enclosures and corrals which abutted the south exterior wall east of the south gate do not exist in the Pioneer Memorial.
2. Based on the Sutter and Hastings descriptions, the original exterior walls were 18 feet high. The walls of the reconstruction are 15 feet high. Grunsky indicates that the NSGW did not believe that the original walls were 18 feet high. Additionally, he states that the NSGW could not afford to build an exterior wall higher than 15 feet. Sutter estimated his walls at two and a half feet thick, while Hastings states that they are three feet thick. The Native Sons common brick exterior wall is two and a half feet thick. Both Sutter and Hastings note that the adobe bastion walls were five feet thick. The NSGW common brick bastions have walls two and a half feet thick. Sutter notes that the interior shed walls are 14 feet high, while the NSGW shed walls are only eight feet in height. No comments on the thickness of the shed walls have yet been discovered, so no comparison is possible.
  3. All of the exterior walls and some of the interior walls in the fort were of sun-dried adobe, while the Pioneer Memorial walls are a combination of sun-dried adobe bricks, kiln-fired adobe bricks, and common bricks.

Except for the Sutter-period central building, the differences between Sutter's Fort and the California Pioneer Memorial clearly separate these constructions. These differences should be accommodated to reduce problems associated with the established interpretive period for the current version of the fort.

The fort sat partially complete, with no interior partitions or improvements in the shed rooms, until the San Francisco earthquake/fire of April 1906.

In April 1906, the fort was converted into "Camp Sutter" to house refugees from the San Francisco disaster. Newspaper accounts from the period imply that the fort already had some water and electrical lines, and go on to state that these were upgraded and a sewer installed, which was hooked into the city sewer in the middle of the block on 28th between "K" and "L."

During this period, wood partitions were installed in some of the sheds, and wood and brick flooring was placed throughout the structures. "Camp Sutter" was decommissioned in June 1906, and left in its improved state.

In 1907, the state purchased and gifted to the city enough of the property in the 26th-27th and 27th-28th, "L" and "M" blocks to reroute "L" Street around the southwest corner of the fort, which extended into the original street alignment.

For unknown reasons, the Sutter's Fort Board of Trustees was disbanded by the governor in 1921. Following this action, numerous members of the Native Sons and Daughters of the Golden West began to put pressure on the governor and legislature to complete the fort as the Pioneer Museum envisioned in the 1890s. To this end, Harry Peterson, curator of the Stanford University Art Museum, was hired as a consultant in 1926 to develop a plan. After submission of his \$20,000 renovation and improvement scheme in 1927, Peterson was hired as curator. He served in that position from 1927 until his death in 1940. During that time, he built the wagon sheds along the north wall, shaked the shed roofed sections as they were during the Sutter period, had many of the shed rooms floored in "adobe," put up numerous "adobe" partitions in the shed rooms, and added a considerable variety of other improvements.

Peterson, more than any other person, was responsible for turning the fort into the Pioneer Museum envisioned by the Native Sons and Daughters as part of the Pioneer Memorial. He solicited pioneer California collections from all over the western United States, and developed artifact museums in the fort to display them. He also attempted to recreate what he called "house museums" by using some of the artifacts along with locally constructed "rustic" furniture to furnish several of the rooms in a manner he thought appropriate to the Sutter period. Peterson's career was capped with the elaborate displays prepared for the 1939 Centennial celebration. Part of these displays consisted of a series of massive bleached oak display cases in the central building, and in a continuous line in the west wing of the shed structure.

Except for periodic maintenance, there was no significant work on the fort between 1938 and the end of World War II. Sometime between 1946 and 1955, the tiles on the central building, Kyburz annex, museum, and bastions were removed and replaced with pine shakes. Much of the archeology noted above was conducted in conjunction with a major rehabilitation of this sole remnant of the Sutter period.

In 1959, the interior of the central building (except for the adobe walls) was removed and then replaced. Workers were able to salvage about 50 percent of the joists supporting the second floor of the structure. As a safety measure, they cut channels in the upper sides of the joists, and placed steel "T" rails which are implanted in the exterior with concrete and rebar. The culmination of the work consisted of peeling the south wall down to the masonry and placing a new adobe cover, along with whitewashing and roofing.

In 1955, there began a five-year series of excavations designed to give a clearer picture of the fort as Sutter knew it.

The 1955 excavations were initiated by Sacramento State College (California State University, Sacramento) at the invitation of the Division of Beaches and Parks, Department of Natural Resources. The excavations were conducted in the form of an archeological field class under the direction of Drs. Richard Reeve and Brigham Arnold.

The 1955 research resulted in excavation of two trenches to the east of the fort, one set of excavation units (XU) against the south wall west of the main gate, four sets of XUs along the exterior of the west wall, and one set of test augerings in the north portion of the east yard (Map C3).

Beginning in the winter of 1957 and extending through the spring of 1958, Charles L. Gebhardt conducted excavations under a Standard Services Agreement with the Division of Beaches and Parks. His report is also very short, but gives a clear indication of his goals. Gebhardt was hired to test the research of Hero Rensch, state park contract historian. Rensch began a literature search in 1955 with the intent of discovering the actual size and shape of the original Sutter's Fort. By 1958, Rensch had discovered several documents, including two 1850s maps based on the field notes of the first land survey of the city of Sacramento. Based on these maps, Rensch estimated that the original east wall of the fort was in 28th Street, and that the original north wall was 50 feet north of the existing wall (Map C3).

Gebhardt sited his excavation units with the intent of testing Rensch's data. Gebhardt laid out two north-south trenches between the existing east wall and 28th Street -- the first with its south end parallel to the line of the south wall and 80 feet east of the existing east wall, and the second parallel and adjacent to the east side of the walkway paralleling the east wall. Gebhardt notes that the positioning of his trench "A" 80 feet east of the east wall placed it in one of the areas last graded during the 1890s reconstruction (Map C3). One of the documents located by Rensch was the grading map prepared by C. E. Grunsky for restoration of the fort (Map T-1). This map shows the lot as it existed both prior to and after the restoration grading. The original contours are shown as dotted lines, and the graded contours as solid lines (Map T-1).

These same excavations recovered considerable information on the remains of the Sutter occupation of the site. While the archeologists were excavating, a map was discovered in the Bancroft Library that showed that the fort as reconstructed was much smaller than Sutter's original construction (Maps C1 and C2). These so-called Kunzel maps are based on two maps prepared by John Bidwell and Pierson B. Reading, which Sutter sent to Germany. The map, along with the text describing the wonders of California, was published in Germany in 1848.

### Esthetic Resources

The whitewashed fort is a local landmark that can be seen clearly when traveling west from the freeway along "L" Street. The fort and surrounding "city"-type park form an enchanting context. Some of the vegetation outside the fort obscures a clear view of the fort. Furthermore, several trees are visible from within the fort walls. This park is used by locals, much as are the other small parks throughout downtown Sacramento. Unfortunately, Sutter's Fort lies in the middle of an area that is prime for redevelopment. The recently constructed Sutter Hospital complex along the 28th Street side and to the southeast across the intersection of 28th and "L," and the new professional building across the intersection of 28th and "K," form a visual intrusion that clearly affects the esthetic qualities of the fort and grounds. Other surrounding structures also affect the fort viewshed, but not to the extreme degree of the hospital and professional complex. Dumping of waterfowl in and around the pond creates both esthetic and health problems. The staff has tried numerous methods to limit the numbers of waterfowl, with little success.

Esthetic intrusions in the fort are limited to the 1968 kiosk, various interior and exterior lighting devices needed for security and safety purposes, interior vegetation (lawn and trees) which are not appropriate to a Sutter ambience, and various plaques near the east gate. As an esthetic and educational device, the staff has intermittently maintained small farm animals such as chickens or sheep in the fort.

### Recreation Resources

Recreational activities at Sutter's Fort SHP are both passive and active. The "city"-type park surrounding the fort is a favorite area for local visitors to sit and relax, or have a picnic. This area is also used by the numerous visiting school groups for staging and picnicking. The interior of the fort is used in a more active manner. There are frequent demonstrations and hands-on visitor experiences offered in the fort. Sutter's Fort has an active department-sponsored environmental living program (ELP) in which 4th graders stay in the fort overnight and, with the help of staff and volunteers, experience activities appropriate to the Sutter period of occupation. In addition to ELP, there are other ongoing volunteer programs at the fort. Once a month (in months without a living history program), a special "Pioneer Crafts Demonstration Day" is held wherein docents and volunteers, garbed in Sutter-era clothing, put on informal demonstrations of typical workday activities and answer visitor questions about the fort. Five times per year, the highly respected "Sutter's Fort Living History Program" is produced by docents and Volunteers in Parks. Authentically dressed and outfitted program volunteers acting out first-person characterizations attempt to educate visitors as to what might have happened on that day at Sutter's Fort. An increased admission is charged on living history days, and that revenue helps to support the full range of volunteer activities at the facility.

The daytime living history program has spun off an "evening program" which consists of candlelight tours through the fort with volunteers at various "stations" interacting with each other so visitors can gain a sense of the types of evening activities which might have taken place at the fort during Sutter's occupation. The evening program is by advance reservation, and it has sold out well in advance each year.

Overnight camping is not allowed at Sutter's Fort SHP, and day use is limited to self-guided tours of the fort and the types of passive activities suitable for the surrounding small urban park.

During the year, there are a number of different activities staged by groups such as the Mexican-American community, the Sacramento Birthday Celebration, and governmental agencies for dinners or fundraisers. Occasional unique events are held such as family reunions, weddings, or advertising photography. In 1983, Queen Elizabeth II of Great Britain toured the fort during her official visit to California.

### Resource Policy Formation

#### Classification

The State of California accepted the partially constructed "California Pioneer Memorial" including Sutter's central building from the Native Sons of the Golden West in April 1893. Shortly after state acceptance, the interior

shed-roofed portions of the fort were completed. In 1907, acquisition of the current "L" Street alignment brought the property to its present size of 6.2 acres. Most major facilities enhancement was completed with construction of the State Indian Museum and gardener's cottage in 1941. The final addition was construction of the restrooms on the east end of the gardener's cottage in 1963. The property came under the authority of the Division of Beaches and Parks in 1928, with control of budgeting and finance transferred from the State Department of Finance in 1947. A 1960 legislative act decreed that all state park units be classified. This was accomplished by holding a series of State Park and Recreation Commission meetings throughout the state. Sutter's Fort was classified a state historic monument at a commission meeting in May 1962. Sutter's Fort and 18 other units were reclassified as state historic parks in 1970.

Section 5019.9 of the Public Resources Code defines a historical unit as follows:

Historical units, to be named appropriately and individually, consist of areas established primarily to preserve objects of historical, archeological, and scientific interest, and archeological sites and places commemorating important persons or historic events. Such areas should be of sufficient size, where possible, to encompass a significant proportion of the landscape associated with the historical objects. The only facilities that may be provided are those required for the safety, comfort, and enjoyment of visitors, such as access, parking, water, sanitation, interpretation, and picnicking. Upon approval by the commission, lands outside the primary historic zone may be selected or acquired, developed, or operated to provide camping facilities within appropriate historical units. Upon approval by the State Park and Recreation Commission, an area outside the primary historic zone may be designated as a recreation zone to provide limited recreational opportunities that will supplement the public's enjoyment of the unit. Certain agricultural, mercantile, or other commercial activities may be permitted if those activities are a part of the history of the individual unit and any developments retain or restore historical authenticity. Historical units shall be named to perpetuate the primary historical theme of the individual units.

#### Declaration of Purpose

There is no Declaration of Purpose for Sutter's Fort State Historic Park. A Declaration of Purpose is established as part of this Resource Element:

The purpose of Sutter's Fort State Historic Park is to make available to the people the site of the first Euro-American settlement in the Sacramento Valley of California, and the site of the California Pioneer Memorial, by preserving, restoring, and rehabilitating its historical facilities, and interpreting its significance to the Mexican and American history of California.

The function of the Department of Parks and Recreation at Sutter's Fort State Historic Park is to foster preservation, restoration, rehabilitation, and interpretation of both the Sutter-period facilities and the California Pioneer Memorial, and to develop interpretive displays of the people and events associated with these structures.

### Zone of Primary Interest

The zone of primary interest includes all the land in the unit, including that area of the acreage occupied by the State Indian Museum.

### Resource Management Policies

Broad resource management policies concerning state historic parks are stated in the Public Resources Code (PRC), the California Code of Regulations (CCR), and the department's Resource Management Directives (RMD).

The following policies are intended to be consistent with the provisions of law, policies, and directives, but they are more detailed and specific in their application to Sutter's Fort State Historic Park.

### Natural Resources

#### Plant Life

The existing vegetation in and around the reconstructed Sutter's Fort bears no resemblance to the pristine landscape of the 1700s, nor does it resemble the appearance of this site during the fort occupation period.

Instead, the vegetation is a mixture of urban city park landscape composed of scattered specimen trees, shrubs, and turf. The plants next to the fort are a decorative augment and are in stark contrast to the bright white fort walls.

A landscape plan was developed for the park by John McLaren in 1904. This document has not been located, although the brief historical record indicates that much of the existing landscaping conforms to the concept of the plan.

Policy: Changes or additions to the landscaping of the exterior fort grounds shall be consistent with historic research. Pending discovery of the McLaren plan, all new or replacement plantings on all of the grounds except the perimeter of the fort shall use California native plants.

The artificial lake was envisioned to recreate the destroyed slough. To enhance this effect, the immediate surrounding area should be vegetated with native riparian plants.

Policy: The grounds inside the pond perimeter walkways shall be vegetated with plants native to the riparian communities of the lower Sacramento River and lower American River.

The historic landscaping of the Sutter period in the immediate vicinity of the fort would have been a mix of bare ground and scattered native and non-native grasses and herbs due to intense trampling by the fort occupants. It is impossible to isolate the fort and exterior grounds from the surrounding urban setting; thus, a full-scale recreation of the historic landscaping is impractical. However, it is possible to recreate a more authentic ambience immediately adjacent to the fort.

Policy: The grounds adjacent to the exterior fort walls shall be landscaped to match the Sutter occupation period setting. The plots shall be regraded to drain water away from the fort walls. The landscaping shall be a mixture of bare ground and scattered native grasses and herbs of the lower Sacramento Valley and documented introduced grasses and herbs. A porous soil binder shall be used to minimize erosion.

There has been damage to historic structures from root growth and water damage from excessive irrigation drainage.

Policy: The landscaping shall not take priority over the need to maintain the historic structures. Any plant that is found to be damaging a historic structure, either directly through plant growth, or indirectly from horticultural practices necessary for its survival and health, shall be immediately removed and not replaced in kind.

The fort is the dominant esthetic feature of this two-city-block area. Some of the vegetation outside the fort obscures a clear view of the fort. Some of the exterior trees are visible from inside the fort walls.

Policy: Plants selected for landscaping shall not impair the surrounding viewscapes toward the fort. No plant shall be established outside the fort at a distance that is less than that plant's expected height or crown spread at maturity.

Passing motorists are offered a splendid view of the south wall and gate as they approach downtown on "L" Street.

Policy: The triangular area bounded by "L" Street, the south fort wall, and the southeast-northwest walkway between the "L" Street/28th Street intersection and the southeast corner of the fort shall not be landscaped with any plants that exceed three feet in height. Native trees existing in this area shall be transplanted elsewhere on the grounds. Non-native trees in this area shall be removed.

Policy: All existing plants shall be maintained until death unless they become a safety hazard, or they are damaging cultural resources. These plants shall be replaced only if the selected species and location conform to the previous policies.

## Animal Life

The pond is an artificial resource. The existing aquatic organisms would be unable to survive without human intervention, including water additions, water aeration, and periodic dredging.

Mammals, fish, and birds are frequently abandoned by the general public in the unit, particularly in the vicinity of the pond. Poaching also occurs.

Policy: Animal life management of the pond area is contingent on isolation of the resource from unauthorized use by the public. Management of the pond shall continue unchanged until such time as the area can be effectively isolated from the public during non-visitation periods. Once isolated, the introduced aquatic organisms in the pool shall be replaced with species native to the Sacramento and American Rivers.

## Cultural Resources

### Native American Resources

There is a known Native American cemetery located on the fort grounds. The extent of the cemetery and associated Native American site are not known.

In addition to the Native American cemetery, CA-SAC-34, there is a known cache of artifacts buried near the State Indian Museum. This cache consists of a group of ground stone tools buried by department archeologists about 30 years ago.

Policy: Due to the unknown extent of the Native American archeological site and associated cemetery, no significant ground-disturbing activities shall take place on the grounds unless supervised by a qualified archeologist.

### Euroamerican Resources

The principal Euroamerican resources at Sutter's Fort State Historic Park consist of the historic structures on the site. These structures date variously from the Sutter period (1840s) and the Pioneer Memorial construction period (1890s).

Policy: The primary historical period shall reflect the years 1845-1847, when the fort was the most complete. Two secondary historical periods shall reflect the period of construction and operation of the California Pioneer Memorial, 1889-1893, and the Pioneer Museum period, from 1927 to 1939. The flow of history shall reflect the period of Sutter's association with the land, and the various cultures which came in contact with Sutter.

Sutter's Fort, a national historic landmark, is listed on the National Register of Historic Places, and is a state, county, and city landmark. Due to these various listings, Sutter's Fort is clearly protected under the provisions of the California Public Resources Code, Division 5, Chapter 1, Article 2, Section 5024.5, inclusive.

Policy: The external appearance and internal configuration of Sutter's Fort shall be managed in compliance with the California Public Resources Code, Division 5, Chapter 1, Article 2, Section 5024.5. To this end, all preservation, restoration, or rehabilitation, including such projects as moving of interior partitions, removal or replacement of walks and interior flooring, and reroofing and any other activity which might disturb the internal or external fabric of the fort, must be reviewed by the Office of Historic Preservation, in addition to normal department review procedures.

Since the central building and portions of the reconstruction are made of adobe bricks, there is a need for special consideration of the qualities of this material. Many past adobe restoration projects in the State Park System have entailed the use of modern materials in "stabilizing" and "restoring" historic fabric. There is a considerable body of data which indicate that most of these techniques are actually detrimental to the original historic materials. The federal government is currently studying the problems associated with stabilization and restoration of adobe structures, and will produce guidelines for such procedures on completion of the study. The following policies reflect the need to use caution in restoration or rehabilitation of the adobe portions of the fort.

Policy: When replacement or repair of historic common brick or adobe fabric is essential, it shall be done in-kind whenever possible, rather than being replaced with modern materials of a different kind. This policy is to be applied to hidden structural elements, as well as surface finishes. Use of modern materials should be avoided unless absolutely necessary for the safety of the occupants of the structure, as guided by application of the California Historic Building Code and the Secretary of the Interior's Standards for Preservation. Replacement or repair must be reviewed by the Office of Historic Preservation. Seismic qualities of the site shall be considered when applying this policy.

Policy: Restoration, reconstruction, or rehabilitation shall be undertaken after collecting sufficient information to assure authentic and accurate work, and after proper review by the Office of Historic Preservation. Necessary historical, archeological, and architectural research shall be accomplished to ensure accuracy and authenticity. A historic structures report shall be prepared prior to restoring or modifying either the exterior or interior of the historic buildings. Further research on the buildings' evolution and the various people who inhabited the site may be required to cover the flow of history.

Policy: To enhance the department's goals of historic preservation of Sutter's Fort SHP, it will be necessary to consider an annual program of restoration, preservation, and maintenance, with a detailed annual budget. The following items shall be considered as part of a regular program of preservation and restoration:

- a. Regular care, painting, maintenance, and replacement (if necessary) of exterior walls, framing, railings, woodwork, whitewash or paint, window frames, glass, porches, and roofs, in a fashion consistent with maintenance of adobe buildings of the historic time period.

- b. Regular care, painting, maintenance, and replacement of interior plaster, walls, moulding, woodwork, floors, fireplaces, and other internal fixtures, in a fashion consistent with maintenance of an adobe structure or common brick structure of the historic period.
- c. A regular evaluation, maintenance, upgrading, and, when feasible, concealment, of fire and intrusion alarm systems.
- d. A regular evaluation, maintenance, replacement, and, when feasible, concealment of electrical systems.
- e. An integrated pest management program to be developed for the fort structure.

All restoration planning is to be based on exacting historical and architectural research to determine the authenticity of each step of the process, and/or to determine the correct materials.

Policy: As part of rehabilitation of Sutter's Fort, inappropriate signs and graphics which might exist in the unit shall be removed and replaced, if necessary, with signage or graphics that reflect historic signage of the time.

The appearance of the structures of the fort shall be maintained as close to the Sutter prime period as is possible, based on available documentation.

Policy: The existing kiosk adjacent to the south gate shall be removed or rebuilt to be more visually compatible.

Policy: A resource management program will be prepared and implemented before any facility changes or new facility development takes place. The resource management program shall include, but not be limited to, appropriate archeological testing procedures designed to identify the type and magnitude of those Euroamerican and/or Native American cultural resources not readily apparent on the ground surface.

Policy: Identified historic archeological features will be protected from unnecessary damage, and will be carefully investigated and properly mitigated prior to any reconstruction. It is known that as yet unidentified historic archeological features exist in the unit. These consisted of, but were not necessarily limited to, satellite structures such as sheds, wall foundations, and corrals. Since these unidentified structures constitute an integral part of the historic resources at Sutter's Fort, a qualified archeologist shall monitor all underground work or subsurface disturbances on the fort grounds.

Currently, there are several plaques and monuments on the fort grounds, and three in the courtyard.

Policy: Modern monuments, busts, and plaques calling attention to historic personages or good deeds currently placed about the grounds outside the fort walls shall be allowed to remain. Such monuments currently on view in the courtyard of the fort shall be removed to an

interior museum space, and properly interpreted. No new monuments shall be placed in any outside location on either the courtyard or exterior grounds. Monuments deemed to be inaccurate or misleading shall be removed.

It has been apparent for some time that one of the principal problems at the fort is water drainage. Recent replacement of concrete walkways with soil cement has helped to reveal the extent of this problem. Placement of the soil cement has also helped to drain moisture away from parts of the structures.

Policy: The remaining concrete walkways will be removed, replaced with appropriate materials, and graded to drain away from the walls.

Policy: All reasonable effort shall be exerted to reduce the amount of water damage to the fort. To this end, all planting bed borders around the perimeter of the fort shall be removed and regraded to facilitate migration of water away from the walls. On the interior of the fort, a system of secure downspouts and a drainage pattern shall be established that significantly reduce water flowing down or standing against the walls. To facilitate these drainage considerations, the interior lawn and associated turf buildup shall be removed, and, where feasible, the original grade shall be reestablished. Lawn in the interior yard shall be planted only if commensurate with interpretive goals while not adversely affecting needed drainage.

### Esthetic Resources

Sutter's Fort State Historic Park is surrounded by an intrusive semi-urban environment. In addition to residences and churches dating from the late 19th and early 20th centuries, the grounds are surrounded by modern apartment buildings and commercial structures. Most of the older buildings are not visible from inside the fort. Unfortunately, the new Sutter Hospital structures form a visible intrusion from within the fort which detracts from the mid-19th century ambience that is critical to interpretation of the primary historical period. There is little or nothing that can be done to reduce these intrusions.

Policy: The department shall work with the government of the City of Sacramento to endeavor to ensure that future construction surrounding Sutter's Fort SHP shall be maintained at a height low enough so that no new visual intrusions can be seen from the fort interior courtyard.

### Recreation Resources

Recreational activities at Sutter's Fort SHP are both passive and active. The "city"-type park surrounding the fort is a favorite area for local visitors to sit and relax, or have a picnic. This area is also used by the numerous visiting school groups for staging and picnicking. The interior of the fort is used in a more active manner. There are frequent demonstrations and hands-on visitor experiences offered in the fort. Sutter's Fort has an active department-sponsored environmental living program (ELP) in which 4th graders stay in the fort overnight, and, with the help of staff and volunteers, experience activities appropriate to the Sutter period of occupation. In

addition to the ELP, there is an ongoing third-person demonstration program and an 1846 period first-person living history program in the fort which attempt to educate visitors regarding Mexican and American lifestyles of the mid-19th century.

Policy: Active recreational activities and values associated with this historic unit must be subordinate to protection of the unit's resources. Recreational activities that support the environmental living program, historic re-enactments, and living history programs will be continually evaluated on a program-by-program basis to assess the impact on facilities and unit administration caused by those activities. If required, mitigation will be planned in accordance with department regulations and policies.

### Sensitivities and Constraints

The California Public Resources Code, Section 5019.5, requires that a land carrying capacity survey be made prior to preparation of any development plan for any park or recreation area. The first step in determining appropriate carrying capacity is identification of natural and cultural resource values, sensitivities, and constraints. Information on value, sensitivity, and constraints was used in analysis and determination of carrying capacity and allowable use intensity, which are found in the Land Use and Facilities Element. Other factors considered are classification and purpose of the unit, recreation needs, and social carrying capacity, or the desired quality of the recreation experience.

#### Resource Value

Resource value is the relative importance of a cultural or natural resource to society. Resources of national, statewide, or regional significance are considered to be of high value or importance. Archeological sites and features and historical structures (more than 50 years old) are of high value. Specific factors used in evaluating natural resource values include rarity, endangerment, and uniqueness. For example, federal- and state-listed rare, threatened, or endangered species, and remnants of California's once extensive valley oak and riparian habitats, are considered to be of high value.

#### Resource Sensitivity

Resource sensitivity is a term used to qualify the degree to which a resource can be adversely affected by human activity. Cultural and natural resource sensitivity play a key role in determining appropriate visitor use in a particular area.

#### Cultural Resource Sensitivities

The sensitivity of cultural sites is based on the type of site or feature, the current condition of the site or feature, and the potential for damage or destruction.

High to extreme sensitivities exist in areas with known sites or features that contain significant cultural remains, including those of possible small Native American village and use sites, human burials, and artifacts or structures of

historic importance, or areas with surface indicators of such sites. Historic features or structures eligible for or already registered on one or more of the federal or state registers of historic properties are always considered to be highly sensitive.

Moderate to high sensitivities exist in areas bordering known highly sensitive Native American or historic sites because such areas have a high potential for containing subsurface cultural remains, based on their context and proximity to known sites or features.

Areas of low sensitivity include lands and resources able to withstand and recover from high levels of disturbance. The land in this category has been significantly modified by past uses.

#### Resource Constraints

Resource constraints are physical conditions that could make visitor use of facility development unsafe, more costly, or undesirable. They are determined by evaluating such factors as erodibility and the compactive potential of soils, geologic hazards, slope stability and relief, hydrologic conditions, the potential for pollution of surface waters, and flooding.

Two physical constraints exist at Sutter's Fort SHP that need to be considered in land use planning: potential flooding and earthquake activity. Hydrologic studies show that the grounds surrounding Sutter's Fort are within the 100-year flood zone for the American River. The potential for seismic activity must be considered throughout California.



## LAND USE AND FACILITIES ELEMENT

### Background

Sutter's Fort State Historic Park presents a unique problem for park planners in that the existing facilities are a combination of historic, non-historic, and recreated structures and landscaping. Most of these recreated elements have since gained historic significance. While they have gained significance, they continue to be overshadowed by the fact that the structure is associated with Sutter and the history of his activities. The fact that the structure is one of the early attempts at preservation is subordinated to the Sutter 1845-1846 historic theme.

### Objectives of the Land Use Element

This element establishes guidelines and recommendations for use of existing structures and lands for the purposes of interpretation, exhibits, public activities, administration, artifact storage, curation, and maintenance of the facilities.

### Existing Conditions

#### General

Across 26th Street is a large Catholic church built in the 19th century. Across L Street are several two-story medical office buildings. Expansion of Sutter Hospital on the eastern edge (across 28th Street) has burgeoned the area with building growth, mostly medical office buildings. This trend will continue on into the 21st century.

The fort, as it now stands, is largely a reconstruction. The term "reconstruction" is used very loosely, since the structure has been constructed with numerous deviations from the original fort configuration. It is the deviations from the original that make the fort unique on several levels of resource interest.

It is through the association with the Native Sons of the Golden West, late in the 19th century, that the present structure exists. The facility and landscape reflect their knowledge, experience, spirit, and efforts. Since that time, the reconstruction has been slightly modified by the state to reflect its interpretation and requirements.

The intervening years have seen the memorial become the focus of new interests and needs. The public has become much more sophisticated in understanding what "historic" means. Other examples of historic parks have been preserved, restored, or reconstructed to exhibit present knowledge of mid-nineteenth-century life. The fort has seen changes responding to the pressure to present a more realistic version of Sutter's world. These changes have occurred within a limited realm of possibility, due to the location of the site and the way the structure was reconstructed.

The changes to the fort since reconstruction have not been rigorously documented, but are generally described in the Resource Element. Likewise, changes to the landscaping have even poorer documentation. The original design is known to exist only from its being mentioned in a newspaper article.

## Indian Museum and Maintenance/Restroom (Gardener's Cottage) Structures

In the late 1930s and early 1940s, the site was modified with addition of the building for the State Indian Museum, and, soon after, a restroom and maintenance building (gardener's cottage). A portion of the park adjacent to the Indian Museum on the west side has since been fenced off to provide a secure area for examples of California Indian structures and living demonstrations. This area functions as a part of the Indian Museum.

The maintenance facility and restrooms are located east of the Indian Museum, and are of a similar architectural style to the museum. The toilets are not handicap-accessible, and are in need of restoration or rehabilitation.

Restroom facilities are now open, and suffer from vandalism and indigent traffic.

Park vehicles now park on the site, on the paths between the fort and the maintenance building. Construction of a curb cut on K Street and installation of screened parking between the building and the sidewalk will eliminate this problem.

### Interior Uses of the Fort

The spaces in the fort house various interpretive displays, house museum exhibits, staff functions, storage, and interpretive association uses. Over the history of the fort, some of the portrayed historic room functions have been researched and moved from one location to another to better reflect the actual uses of the rooms in the Sutter period.

The distillery has been the location of the Pioneer Museum exhibits (Reed doll, etc.) for many years. The rooms to the north of the east entrance were constructed as quarters for the curator, and now serve as the unit office. A kiosk is located near the south entrance to provide the visitor contact station. The south entrance now functions as the main entrance to the fort, but earlier, the east gate appears to have been used as the entrance.

During the Peterson curatorship of the park, many early pioneer artifacts were collected, and some displayed at the fort. A series of cases was built for display of artifacts, some associated with the fort, and some early pioneer articles. These cases and the artifacts have been stored in the attic of the Kyburz annex and elsewhere; some of the cases were dispersed to other parks. The artifacts were not cataloged until recently, and adequate facilities for storage have not been available. The space above the Kyburz annex is now being planned and budgeted to be turned into a curatorial and storage facility with environmental controls to serve long-range minimal on-site needs.

The utilities which serve the structure have been modified and upgraded somewhat over the years, but a wholesale reappraisal of the plumbing, electrical, and environmental controls has not been done.

### Exterior Uses Around the Fort

The grounds surrounding the fort were designed as a "city park." The design is integral to the whole concept of the state park existing in the center of a downtown area. By the late 1880s, when the fort was being considered for

eventual reconstruction, the site had been subdivided into city lots. The hill the fort was constructed on was cut down to fit the surrounding street level and make the park flow out to the east, rather than having a retaining wall or bank along the eastern edge. The slough to the north was filled in to make the area surrounding the fort as usable as possible.

The site has become a "city park" used by neighbors and workers in the surrounding area as a place to relax and recreate, and enjoy the landscape. School groups use the grassy areas for organizing into groups, or for picnics before or after visiting the fort.

During large special events, the west and north areas of the park have been used. A portion of 27th Street has been blocked off to accommodate large events. Despite the ability to use these areas, the site has proven too small to accommodate the largest events, including California Indian Days. This event has now been moved away from the park. Noise and people attending the events have caused disturbance to residents of the area.

The area surrounding the fort structure was planted in the style of city parks being established in that period, using native species for ornamental plantings, and creating a pond and walkways. The interior of the fort was also planted. These deviations are in contrast to the fort and surroundings during the time of John Sutter.

#### Guidelines and Recommendations for Public Use

The following Land Use and Facilities guidelines are in accordance with the mission of the department, which is to preserve and protect the resources for interpretation and use by the public.

#### The Facilities

This plan intends to preserve the aspects of the resource which are truly unique to this historical structure. It does not, however, attempt to preserve the structure of the fort as it appeared in any previous time period. The plan intends to continue the process of making the structure appear to be a replica of Sutter's Fort during the primary historic period, 1845-47. The basic structure of the fort will not be modified, but the spaces in and around the fort will be modified to represent the 1845-47 time period. These changes will be done in conformance with the policies of the Resource Element and the Interpretive Element.

The structure of Sutter's Fort will be preserved and maintained. "Structure(s)" is here defined as real property and its attachments, as normally defined in real estate terms. The interior interpretation and use is expected to change over time to meet the needs of the park and the public.

The proposed plan recommends changes to accommodate increased need for interpretation of Sutter's period, and to improve the quality of visitor experiences in general.

#### Functions Recommended to be Accommodated Within the Unit Boundaries

- o Visitor contact/entrance function

- o Display functions (of both Sutter and his fort, and pioneer artifacts collected for the Pioneer Museum).
- o House museum functions depicting life in Sutter's time.
- o Interpretation of life in Sutter's time by environmental living programs and interpretive association functions.
- o Restroom functions.
- o Basic maintenance functions for curation of artifacts, materials storage, fixing/working on displays, and collection of trash.
- o Office space for site-related staff functions.

This plan recommends removal of the following functions to a central location from which these functions can be administered and accomplished jointly.

- o Maintenance of facilities.
- o Maintenance of grounds.
- o Principal storage and curation of artifacts.
- o Creation of displays.
- o Office space for central location functions.

The Kyburz annex space is not accessible to the disabled, and, while good for storage, is not appropriate for permanent use for curation, or for availability of the area and contents to the staff, docents, or the public. In addition, equipment for creating the controlled environment will be both a visual and noise intrusion on the interpretive facilities. These intrusions should be minimized, and, in the long term, avoided.

The existing situation requires that the area above the Kyburz annex be used for storage and curation of artifacts. Since there is no other place for these functions, they should continue until a time when a permanent facility is available for general storage and curation of artifacts for all three historic sites units in Sacramento.

The existing situation also requires almost all staff functions to operate in the existing facilities. There is a need for space for some staff functions in the unit; however, all unnecessary functions shall be moved, when appropriate space in a combined historic sites office and maintenance facility is available. This plan recommends that space for grounds and facilities maintenance be moved to the previously mentioned central location, when possible.

## Guidelines for Development

### General

Work done to historic structures in this park shall meet the requirements of the State Historic Building Code, Section 8 of Title 24.

Facilities in historic structures, open to the public, and to be used or staffed, shall be made accessible per the requirements of the State Historic Building Code.

New facilities shall meet the requirements of applicable codes for new construction, Title 24.

The grounds and facilities shall be grouped into categories of similar treatment for any proposed work. See plan.

The structures shall be treated as historic and of significance in a period which extends from their construction to the end of the work implemented through the 1940s.

A historic structures report shall be done to establish information regarding the evolution of changes to the buildings since their construction. The structures should be maintained, or deferred maintenance items restored, using materials that match the existing, until a historic structures report is accomplished.

### Categories of Use

House Museum: Primary space for interpretation of the themes of the park. An accurate (established through research) representation of the original uses and period of the space.

Mixed-use: Space which fulfills multiple functions, such as museum displays, a "trade store," orientation, and special functions.

Adaptive use: Space for service functions by staff and docents/interpretive associations. Includes restrooms, offices, and curatorial spaces.

### Recommended Treatment of Structures

The following treatments shall be established as the guide for future restoration and maintenance of the facilities.

Historic space: This type of space will reflect the original qualities of the fort, as noted in the general statements above.

Adaptive space: This type of space will reflect the original qualities of the fort, but will allow for modern but compatible utilities and other functional requirements for adaptive uses.

The plan on page \_\_\_ denotes which spaces have been designated for which treatment. The fort's courtyards are considered historic space. The interior of the fort, with the exception of the following spaces, will be historic space:

The Pioneer Museum  
Park administration office (curator's residence)  
Restrooms  
Orientation rooms  
Docent trade store rooms  
Kyburz annex  
Ground floor of the northwest bastion  
Ground floor of the central building

The top floor of the central building is considered non-accessible space for storage (not adaptive space). The entrance kiosk is considered a non-contributing element in the historic space of the courtyards.

The maintenance building (gardener's cottage) outside the fort walls should be adaptive space. The exterior of the structure shall be considered a part of the historic setting, and modifications are generally discouraged. The interior of this building should be renovated, and should include new and improved restrooms which will accommodate the disabled.

### Grounds

The grounds have established historic significance. Photographs of the grounds indicate that the basic design of the landscaping has been established for more than 50 years. This includes walks, curbs, and much of the planting.

This plan recommends that a historic landscape report be developed to establish the evolution of changes to the landscape over its life.

A landscape plan shall be prepared in accordance with the historic landscape report to guide development and maintenance of the landscape. In the absence of a landscape plan, the landscape shall be maintained and plantings replaced in accordance with the resource management policies of this plan.

### Maintenance Facilities

This plan recommends that additional property to accommodate maintenance facilities be provided for use by all Sacramento Historic Sites units. After this additional maintenance property is available for departmental use, the following is recommended:

Maintenance of all historic sites units shall be accommodated at a single location which will not affect historic resources. This maintenance site shall accommodate enough space for all maintenance functions.

Maintenance facilities shall be removed from historic buildings.

No vehicles shall park on the site of Sutter's Fort except for occasional unloading of equipment.

### Guidelines for Future Development Using the Existing Indian Museum

These modifications are based on the assumption that eventually, the State Indian Museum will be moved to a new site/building, and are intended to be implemented only after a new facility has been occupied by the museum and the present building is vacated.

As a part of enhancing the visitor experience at the park, a portion of the site is envisioned to be modified in the future. The Indian Museum structure is intended to provide space for visitor center/entrance/orientation functions. Future development of the Indian Museum building and the maintenance building should follow the Secretary of the Interior's Standards for Rehabilitation.

The design of the Indian Museum structure may be modified slightly, to create an office, an outside entry, and a gathering space. The contact station in the visitor center shall allow security of the doors to the new restrooms, which are to be located inside the Indian Museum building.

An area between the fort and the museum building would be secured with a visually compatible barrier, to allow creation of the "naturalized" area, which would resemble the early wetlands landscape of the area. The naturalized area must be secured to ensure: 1) that the naturalized environment is not subject to misuse by the public after normal hours, nor a hazard during operating hours; 2) that the area is a part of the "fee area" of the park; and 3) that plant and animal species are controlled in the area.

The design of the barrier which will protect the naturalized area shall be minimal in its impact to the existing structures, but especially the views of the fort. The element should be compatible with the existing architecture.

Park visitors would first enter the visitor center to be oriented to the fort, and to see the pioneer exhibits. After the orientation, visitors will be able to walk through the naturalized area. The east gate of the fort would be encompassed in the secured area of naturalized landscape, allowing visitors to enter the fort.

When the visitor access is changed, the kiosk/contact station should be removed from the fort, along with the closing of the main gates, which now allow visual disruption from the outside.

The north side of the visitor center should be designed to better accommodate school groups being able to gather to enter the park.

### Carrying Capacity

#### Explanation and Definition of Carrying Capacity

The concept of carrying capacity has been with the Department of Parks and Recreation since adoption in 1957 of Section 5019.5 of the Public Resources Code. The expression "carrying capacity" seems to imply that there is a single and simple maximum number of persons that a given unit of land is able to accommodate without detrimental effect. There is then a tendency to make the inference that such a number can be arrived at by a simple review of environmental and recreational needs.

It is essential to emphasize at the outset that such ideas represent a gross oversimplification of facts and circumstances. The complexities of designating carrying capacities cannot be overemphasized. The following list indicates some of the variable factors involved:

Geology and soil characteristics

Topography

Climate

Vegetation

Sociological factors such as public behavior patterns in State Park System units, demand for public use, and quality of visitor experience

Scientific monitoring of public use impacts on State Park System lands would need to be monitored over a period of years to establish a scientific base for determining carrying capacity. Without such long-range scientific monitoring, carrying capacity will be approximate at best.

This plan will use the California State Park System's years of experience in designing, managing, operating, and maintaining recreation facilities. This experience should be helpful in estimating carrying capacity, minimizing environmental impacts, and maximizing the quality of visitor experience.

Carrying capacity is an estimated number of visitors that could be accommodated at one time over a period of years without detracting from either the integrity of the resources or the quality of the visitor experiences. Carrying capacities can be estimated for any defined area, for visitor facilities, or for types of environments.

Carrying capacity is dependent on three factors: density, turnover rate, and frequency. Density prescribes the number of people that could use a facility/area/environment at one time. Turnover rate prescribes the number of times the prescribed density could be reached in one day with an entirely different group of visitors. Frequency prescribes the number of days in a year the facility/area/environment could reach the prescribed density with the prescribed turnover rate.

Following is a list of various carrying capacity densities which describe different ratios of people to space:

MINIMUM DENSITY - 2 people/acre, or groups of 2 people with at least 200 feet between the groups.

LOW DENSITY - 10 people/acre, or groups of 5 people with at least 150 feet between the groups.

MEDIUM LOW DENSITY - 25 people/acre, or groups of 5 people with at least 95 feet between the groups.

MEDIUM DENSITY - 40 people/acre, or groups of 5 people with at least 75 feet between the groups.

MEDIUM HIGH DENSITY - 75 people/acre, or groups of 5 people with at least 55 feet between the groups.

HIGH DENSITY - 250 people/acre, or groups of 5 people with at least 30 feet between the groups.

MAXIMUM DENSITY - 450+ people/acre, or groups of 5 people with a maximum of 20 feet between the groups.

All of these densities are greatly affected by turnover rates. If a facility/area/environment is filled to its capacity three times in one day, that would represent a turnover rate of 3.

Following is a list of various carrying capacity frequencies which must be used in conjunction with prescribed densities and turnover rates for recommending carrying capacities:

MINIMUM FREQUENCY - 1 day per year.

LOW FREQUENCY - 2 to 10 days per year.

MEDIUM LOW FREQUENCY - 10 to 60 days per year.

MEDIUM FREQUENCY - 60 to 120 days per year.

MEDIUM HIGH FREQUENCY - 120 to 180 days per year.

HIGH FREQUENCY - 180 to 300 days per year.

MAXIMUM FREQUENCY - 300 to 365 days per year.

#### Recommended Carrying Capacity for Sutter's Fort SHP

Of the 6.2 acres at Sutter's Fort SHP, about three acres are in open space/city-like park space, and are used for picnics and passive relaxing. The recommended carrying capacity for this area is MEDIUM HIGH DENSITY, with a TURNOVER RATE of 2, at HIGH FREQUENCY.

Three acres at 75 people/acre = 225 people at one time, and with a turnover rate of 2 = 450 people/day, and at 180 to 300 days = 81,000 to 135,000 people/year.

The fort walls enclose about three-quarters of an acre which is available to visitors to circulate, observe displays, or participate in living history programs, etc. The recommended carrying capacity of this area is MAXIMUM DENSITY, with a TURNOVER RATE of 4, at HIGH FREQUENCY.

Three-quarters of an acre at 500 people/acre = 375 people at one time and with a turnover rate of 4 = 1,500 people/day at 180 to 300 days = 270,000 to 450,000 people/year.

The Indian Museum building has about 3,800 square feet of space for visitors, with about the same amount of space at outdoor displays, for a total of about one-sixth of an acre. The recommended carrying capacity of this area is MAXIMUM DENSITY, with a TURNOVER RATE of 4, at HIGH FREQUENCY.

One-sixth of an acre at 500 people/acre = 84 people at one time  
with a turnover rate of 4 = 336 people/day at 180 to 300 days =  
60,480 to 100,800 people/year.

Carrying capacity is not relevant for the water pond area, the park utility  
and administrative spaces, or the area between the street curbing and  
sidewalks surrounding Sutter's Fort SHP.

## INTERPRETIVE ELEMENT

Interpretation aims at enhancing public enjoyment and benefit in the State Park System through increasing understanding of significant natural and cultural resources, and encouraging appreciation of their value. It is founded on the premise that knowledge deepens the park experience, providing lasting benefits not only to individuals but to society in general. The Interpretive Element works toward this goal by identifying park themes, and a variety of facilities and programs appropriate for their presentation.

### Interpretive Considerations

#### Environmental Influences

The urban setting of Sutter's Fort State Historic Park creates negative impacts on interpretation. Modern noises intrude from the Emergency Room entrance of the adjacent Sutter General Hospital, and the bells of St. Francis Catholic Church and the Pioneer Congregational Church. Fortunately, the sound of the nearby Interstate (Business 80) highway is masked by the many tall buildings close to the fort. The construction materials of the fort -- brick, cement, mortar, and adobe -- and the thickness of its walls screen out all but the most insistent and intense modern noises.

The urbanized viewshed of the fort's exterior constitutes another negative influence. In passing through the fort's entrance, visitors are thrust from one century to another without an opportunity for a mental reorientation to the environment. Visual intrusions are minimized once visitors are inside the fort's high walls, but the modern street scene remains visible through the public entry (south) gate, and tall buildings in the vicinity are visible from in the compound.

The fort's interior and exterior grounds do not represent an accurate historic interpretation of the grounds during Sutter's time. The exterior grounds are a manicured city park, with grass, trees, shrubs, and flowers. The interior grounds consist of two grassy courtyards, walkways paved with concrete and soil cement, an orange tree, and an oak tree.

The fort hosts special events throughout the year, such as the annual Cinco de Mayo celebration. The interior grounds are frequently rented for private evening social activities. Filming and video taping for television programs and commercials takes place occasionally.

All park facilities are contained within the walls of the fort. This has severely limited options for interpretation, because modern exhibit spaces must occupy rooms or areas that otherwise would be devoted to authentic house museums. The limited space available in the fort has also constrained the size and nature of the sales area, and consequently its interpretive impact.

#### Existing Interpretive Media and Programs

The physical interpretive resources of Sutter's Fort State Historic Park consist of the reconstructed fort, its house museum rooms, and two orientation rooms. The orientation room exhibits consist of panels, artifacts in display cases, graphics, "Pepper's Ghost" installations depicting evolution of the

site from the initial hut structures through the reconstruction, and a representational museum room diorama depicting the moment Marshall informed Sutter of the Coloma gold discovery. Interpretive panels located in some of the house museum rooms describe activities that occurred during the interpretive period.

Visitors most frequently experience the fort's story through the use of electronic wands. This concession-operated medium consists of a series of continuous-loop taped messages that are picked up by the radio receiver in the earpiece of the wand. The message interprets the historic significance of the particular room or object visitors are looking at.

The interpretive program of the fort has many facets. Besides use of the electronic wands, the visitors' experience is often supplemented by the presence of costumed docents demonstrating a craft or trade of Sutter's time. The Sutter's Fort Trade Store, operated by the docents, enables visitors to purchase replicas typical of items available in a trade store during the Sutter period. Several times a year, weekend living history programs take place. These programs are staffed by docents and volunteers, and serve to turn back the hands of time to the year 1846, when Captain John Sutter was the proprietor of "New Helvetia." Saturday or Sunday Pioneer Craft Days also bring docents and volunteers to the fort to show park visitors the trades and crafts of the mid-19th century. A rehabilitation program, funded by both the Sacramento State Parks Docent Association and the department, is currently underway. Through this program, the docents and staff are systematically refurbishing each house museum room with replica items and furnishings that can be used by docents, staff, and volunteers to interpret the day-to-day life of the fort.

Elementary school children spend a 24-hour period at the fort as part of the very popular Environmental Living Program. The children, usually fourth graders, engage in scaled-down versions of the crafts of Sutter's time, cook their meals over the open fire and in the horno oven, stand guard duty, and generally experience life as pioneers. This program is operated by the fort staff, with docent assistance.

#### Visitors and Their Needs and Expectations

Reflecting its convenient urban setting, Sutter's Fort SHP annually receives approximately 250,000 visitors. Many are fifth-grade elementary school children participating in the popular Environmental Living Program. The fort is also a field trip destination for school groups who frequently combine a visit to Sutter's Fort with a visit to the adjacent State Indian Museum.

The fort is also popular with local residents and their out-of-town guests. A high percentage of Sacramento's European and Asian tourists frequent the fort, necessitating a series of foreign-language translations of the electronic wand script.

While the widely renowned historical significance of Sutter's Fort alone assures strong attendance, the enjoyment of visits to Sutter's Fort depends in part on the capacity of the park to accommodate certain comfort needs of visitors. The interior grounds can become uncomfortably hot during the summer months, which may cause visitors to abbreviate their stay. School groups can benefit from defined or enclosed staging areas, which now do not exist.

The questions and interest areas of visitors to Sutter's Fort tend to fall into categories:

Pioneers - Who were the immigrants who came to Sutter's Fort? What did they do here? How did they get here? Where did they all go?

Military - Was this a military fort? Was it ever attacked by Indians? Were any battles fought here? What kind of guns did Sutter have, and how did they work?

Gold Rush - Where was gold discovered? How do we get there?

Sutter - Who was John Sutter? Why did he come here?

Fort - Why is the fort here? Was the fort moved here from somewhere else? Is the fort on the original site? Are the buildings original?

While many of these questions are answered in the fort's orientation rooms, some are not. Consequently, this Interpretive Element will recommend appropriate interpretive methods and media to answer the unanswered questions.

### Interpretive Periods

For many years, the interpretive period for Sutter's Fort SHP has been recognized as 1839-1850, a span ranging from Sutter's initial selection of the site to deterioration of the fort during the Gold Rush. As a general interpretive period, this 11-year span works well. However, it is too broad for house museum rooms, excludes consideration of Sutter's prior and subsequent activities, and is unrelated to the fort's reconstruction and current operation.

House museum rooms require a much narrower focus, preferably one to two years. Sutter lived from 1803 to 1880, in many different places, and under varying circumstances. The fort reconstruction movement began in the mid-1880s, and continues today, with refurbishment of individual rooms and exhibits to better depict the fort's period appearance.

To accommodate the many forms interpretation takes at the fort, the variety of interpretive themes, and the broad impact New Helvetia had on California's legends and realities, a three-part interpretive period is proposed:

1. General interpretive period: 1839-1850
2. House museum interpretive period: 1845-1847
3. Exhibit interpretive period: 1803-present

#### General Interpretive Period: 1839-1850

This period will be used to interpret Sutter's immediate impact on New Helvetia, and on California history. It will also be used to interpret the growth and decline of the fort's original buildings and activities.

#### House Museum Interpretive Period: 1845-1847

It is recognized that the fort's present size and configuration is a result of the Pioneer Memorial construction of 1891-1893. However, the story of the

impact of the fort and its inhabitants on California history is the primary thrust of interpretation of the site. The years 1845-1847 were the period of greatest prosperity and activity at the fort, and this interpretive period will enable the department to depict the fort at its fullest development. Therefore, for purposes of furnishing the fort's house museum rooms and determining the appearance of the fort's interior grounds, this short time period will be used.

#### Exhibit Interpretive Period: 1803-present

This interpretive period will be used for all permanent and changing exhibits installed at the fort, and in future visitor facilities. It will allow interpretation of such subjects as Sutter's early life, the lives of immigrants who passed through the fort, evolution of tools used by fort craftspeople, and the late 19th-century reconstruction of the fort.

Inclusion of the last, and broadest, interpretive period puts the burden of justification on the fort's curator and interpretive staff when a new exhibit is proposed. The curator and the interpretive staff must make a determination of the relevance of a proposed exhibit theme to the interpretive themes of the fort before a new display is approved.

#### Interpretive Themes

The approved interpretive plan for the fort's two orientation rooms includes the following interpretive themes:

##### Theme I: New Helvetia - The Dream

- A. Genesis of a California empresario (Sutter's early life and his journey to California)
- B. "First echo of civilization" (The beginnings of New Helvetia)
- C. Reluctant neophytes, willing employees (Sutter's relationship with the Native Americans)
- D. Foreign weeds in California's garden (The political climate of California in the 1840s, and the impact of the Americans on it)

##### Theme II: New Helvetia - The Reality

- A. Growth and adversity (Growth of New Helvetia and the impact of immigration)
- B. Sutter's world turned upside down (The Gold Rush)
- C. Family, retreat, and livelihood (Sutter's life in California after the Gold Rush)
- D. An honored but neglected pioneer (Sutter's legal struggles, and his death in Washington, D.C.)
- E. Rebuilding the New Helvetia dream (Reconstruction of the fort, and the interpretive programs offered there today)

These themes provide an overview of Sutter's entire life and the fort's existence, giving visitors fundamental information on which to build an understanding of the fort. Of the orientation room themes, the following are partially or wholly applicable to the other interpretive facilities of the park:

"First echo of civilization"  
Reluctant neophytes, willing employees  
Growth and adversity  
Sutter's world turn upside down  
Rebuilding the New Helvetia dream

Additional themes are needed to give today's visitors an understanding of the operation of New Helvetia, and of the people who either lived at the fort or used its facilities. Therefore, an expanded theme outline is proposed for use in the remainder of the fort:

Primary Theme: New Helvetia - the myth and reality of a California landmark

Secondary Themes:

1. Sutter's Fort was the "first echo of civilization" in California's central valley.
2. Sutter's Hawaiians - a little known but valuable part of the colony.
3. The valley's Native Americans were reluctant neophytes, but willing employees.
4. The immigrants' trip west was a journey of more than miles.
5. Sutter's Fort was a factory as well as a land grant.
6. The fort and its occupants experienced growth and adversity.
7. The Gold Rush turned New Helvetia upside down.
8. Reconstructing the fort was rebuilding the New Helvetia dream.

#### Expanded Themes

Primary Theme: New Helvetia - the myth and reality of a California landmark

New Helvetia has many myths associated with it. To the people who lobbied for reconstruction of the fort buildings in the 1890s, New Helvetia was a memorial to their illustrious pioneer beginnings, and to the pioneers who had passed on. The fort was, in a way, a symbol of the pioneer spirit. John Sutter was looked on as the founding father of Sacramento -- even though the city was begun more than a mile away, and Sutter considered it a poorly planned rival to his "Montezuma" (or Sutterville, as the immigrants called it). To some pioneers, Sutter's Fort was the end of the trail, and a place where they should be given everything they wanted free of charge because they had worked so hard to get there. California, symbolized by Sutter's establishment, was the land of milk and honey, where land was free and unbelievably fertile, and

there were herds of cattle and horses for the taking. The fort was, and is, thought by some to be the place where gold was discovered. Today's visitors, perhaps influenced by decades of Hollywood movies to believe that all frontier forts were built as defensive bastions, ask if the walls were ever threatened by attacking Native Americans.

These are the realities of New Helvetia: To John Sutter, it was his establishment, his factory, his livelihood, and his home. To the Mexican Californians, it was both an empresario grant in the central valley of the Department of Alta California, and the stronghold of an ever-increasing number of Americans who were casting covetous eyes on the Californios' land. Many Native Americans saw the fort as an intrusion on their lands. Others saw it as a source of protection and European goods. And, to the American immigrants who traveled over the mountains, it was a safe haven after a treacherous journey. Some of these immigrants stayed at the fort to become part of the work force, and others moved on to land of their own, often remembering New Helvetia and its proprietor favorably. Today's visitors see a seemingly old structure in the midst of a modern city, and wonder whether the fort is original or a reconstruction.

#### Secondary Themes:

1. Sutter's Fort was the "first echo of civilization" in California's central valley: The settlement that came to be known as Sutter's Fort was built on a site previously used by Native Americans. This information, the early physical growth of the fort, the additions to the colony that acquisition of Fort Ross provided, and the changes in the function of the area will be discussed under this theme.
2. Sutter's Hawaiians - a little known but valuable part of the colony: Sutter's initial work force included ten Hawaiians, or "Kanakas," as they were derisively called. These people, eight men and two women, were important members of the colony, and possibly the most loyal of Sutter's followers. The Hawaiians were overseers for the Native American workers, supervised the settlement's boats, taught the Native American women how to spin and weave, and stood by Sutter through the turbulent years of the colony's founding and financial troubles.
3. The valley's Native Americans were reluctant neophytes, but willing employees: Sutter employed many Native Americans at the fort. The jobs they performed ranged from skilled to unskilled labor, and included service in a quasi-military guard. Sutter also acted as a peacekeeper between the native people and the American settlers. However, the survival of the fort required Sutter to at times engage in military action against his Native American neighbors.
4. The immigrants' trip west was more than a journey of miles: The routes taken by the American immigrants, the hardships they faced, what they brought with them, and what they left behind are all questions covered under this theme.

5. New Helvetia was a factory as well as a land grant: Sutter's Fort was more than one man's land grant. It was a center for manufacturing in northern California. Sutter initiated several industries, and was often the only source in the region for their products. Among these were salted fish, tanned leather, sawn lumber, and milled flour.
6. The fort and its occupants experienced growth and adversity: The people who traveled from the eastern United States to California were a hardy breed. They overcame many obstacles on their journey here, and were often changed by the experience. There were both outstanding and average people in this migration, and all had stories to tell. Why did they leave their eastern homes? Who were they? When did they arrive? Where did they go from here?
7. The Gold Rush turned New Helvetia upside down: The discovery of gold had an inexorable effect on Sutter, and on New Helvetia. Although Sutter's Fort was not the site of the discovery of gold, it is the place many visitors come to learn about that event. Besides the financial impact of the discovery, there was also a demographic and physical impact on New Helvetia. This is the time when the myths about the position of Sutter's Fort in California history really began.
8. Reconstructing the fort was rebuilding the New Helvetia dream: Reconstruction of Sutter's Fort in the 1890s was a monumental undertaking. The construction methods used and the historical information the work was based -- and not based -- on are briefly examined in the orientation rooms, but can be more fully interpreted. The archeological work done in the 1960s has added a great deal to the current interpretation of the fort's appearance and operation, and the rehabilitation program underway in more recent years has brought a new level of historic authenticity to its house museums and other interpretive resources. These, too, are subjects worthy of interpreting to the public. Reconstruction of the fort as a memorial to the California pioneers, and, in some ways, a shrine to their memory, is an often overlooked facet of California history that merits interpretation at the site.

The areas in the park proposed for interpretation of the preceding themes are shown on Chart 1, Interpretive Themes and Spaces.

### Proposed Interpretation

#### Facilities and Media

##### Public Facilities and Media

The existing and proposed interpretive facilities at Sutter's Fort SHP fall into four categories: house museums, formal exhibits, changing exhibits, and interpretive sales areas. House museums are defined as an association of interrelated features, including architectural elements, furniture, and other objects, consolidated into an accurate setting for the historic interpretation of a person, event, place, or era. Emphasis should be given to using replica items as much as possible to enable the fort's staff and volunteers to use these rooms/spaces as sites for demonstrations and living history activities.

Media in formal and changing exhibits include interpretive panels, graphics, artifacts, audio-visual programs and equipment, interactive displays, dioramas, replica items, mannequins, live animals, etc. Interpretive sales areas are operated by the Sacramento State Parks Docent Association.

House museums are the most important form of static interpretation at Sutter's Fort because they effectively recreate the appearance and operation of the fort during Sutter's residence. House museum facilities, however, are limited to the existing grounds, and are further constricted by the need to reserve a portion of the historical spaces for modern orientation or other exhibits. The reconstructed fort does not include all of the structures or function areas Sutter had in his establishment, nor is the capability to recreate such outbuildings as the Vaquero House or the barracks present. The department does not own the property on which all of Sutter's structures and cultivated areas stood; therefore, only a representation of Sutter's establishment is possible.

As much as possible, the house museum facilities installed in the fort shall follow the layout of the Kunzel map prepared by Sutter and his staff prior to 1847, and published in 1848. There are some areas on the Kunzel map indicating redundant functions, such as multiple storage areas and more than one blacksmith shop. It is not necessary to duplicate these spaces. Where redundancy is present, alternative administrative, docent, or interpretive functions may be assigned. Further, if the original use of a space is already adequately interpreted elsewhere, the space can be used for other purposes, as in the example of the distillery (current room 36). Interpretation of that aspect of Sutter's manufacturing activities can be carried out by means of exhibits elsewhere, leaving a large enclosed space (the original distillery location) in the fort available for other uses. However, the overall goal respecting interpretive media within the fort's walls is to devote as much space as possible to house museum development.

Ideally, the interior open space of the fort should complement the historical accuracy of the museum spaces that surround it. Sutter had several small buildings, sheds, or covered areas in his courtyards that were used for work spaces and temporary storage. A representative sampling of these structures should be constructed as archeological evidence indicates their locations and purposes.

The remaining open courtyards of the fort interior pose an interpretive dilemma. Uncompromising restoration of the historic appearance of Sutter's time would require returning the surface to bare, unshaded earth, in contrast to the grass and trees growing there now. The difficulty is in part that the benefits of such accuracy must be balanced against increasing the potential discomfort of visitors, and other negative interpretive effects.

Discomfort levels have a direct impact on visitors' ability to respond to interpretation, and must be taken into consideration. Much of the year, grassy lawn areas are used as seating for school children during interpretive demonstrations or talks. During the warmer months, visitors afflicted with dust and heat may cut visits short, or avoid them altogether. Older or frail visitors are particularly affected by the increased heat and dust levels that bare earth would certainly entail. Additionally, an increase in dust levels

due to churning up of loose soil may eventually cause a level of harm to artifacts and other interpretive resources that outweighs the benefits of a truly authentic appearance. During wet weather, the mud caused by the bare soil would also be a significant deterrent to visitors.

In accordance with the proposal in the Resource Element, the grade of the courtyards should be returned to a level approximating that of 1845-1847. However, because of the reasons described above, lawn will be permitted on the new courtyard surfaces. Care should be taken to prevent the build-up of thatch that has caused detrimental runoff toward the buildings, as well as emphasizing the incongruous presence of the lawn. The trees currently in the courtyards shall be removed via natural attrition. The loss of tree shade may be partially mitigated by use of temporary shelters and lean-to structures, or awnings that are historical to the fort, in connection with outdoor crafts activities. The bare appearance of the courtyard surface during the 1845-1847 interpretive period will be related by means of exhibits.

The saw pit located in front of the carpenter shop on the west side of the fort should be removed. Saw pits of this type were much larger, and were found at or near the sites of tree felling. Consideration should be given to replacing the saw pit's interpretive function with an authentically constructed replica of a mobile version that is more historically plausible within the fort walls.

Modern monuments and plaques are currently present in the east courtyard of the fort. In keeping with the house museum appearance of the courtyards, these items shall be removed to the curatorial space, and will later be incorporated physically or interpretively in the formal exhibits.

Interpretive signs and graphics installed as part of previous interpretive development in the fort should also be removed as soon as their purpose is usurped by the audio wand tour script and/or the orientation room exhibits.

There are currently two sheep living in a pen on the north side of the east courtyard. These sheep are supposed to represent the many types of livestock Sutter had on his grant. However, the sheep are not of a historically accurate breed. Any animals acquired in the future for display at Sutter's Fort shall be of historically accurate breeds.

Formal and changing exhibit areas in the fort are limited, and compete with house museum use. The optimum interpretive situation would be removal of all such areas to an outside facility. For this reason, among others, the most important long-term interpretive need at Sutter's Fort is acquisition of the building now occupied by the State Indian Museum, for use as the Sutter's Fort visitor center.

In the short term, in order to accommodate modern exhibits in the fort, a space must have electrical wiring substantial enough to handle the extra load, have reasonable open spaces, and be adaptable for climate-controlled areas or cases. The two orientation rooms immediately east of the entrance kiosk fall into this category. The historic distillery building also meets these qualifications.

Until availability of the State Indian Museum building, the historic distillery building should be designated the Sutter's Fort Pioneer Museum. Those themes that pertain to the early residents of the fort, the California immigrants, their journey to California, their experiences at the fort and in California before the Gold Rush, and the effect the Gold Rush had on them should be interpreted here in depth. Space should be allotted in the building for a substantial audio-visual area, for a small sales counter, and for changing exhibits. The Mora diorama now housed in this space should be integrated into the Pioneer Museum design.

As much as possible, interpretation of themes outside the house museum interpretive period of 1845-1847 shall take place in formal and changing exhibit areas. When the State Indian Museum building becomes available, the functions of the Pioneer Museum and other formal and changing exhibits should be relocated to that structure, as part of a visitor center complex. With the availability of more adequate theater space, an audio-visual orientation presentation should be prepared.

Changing exhibits can become an important part of the Sutter's Fort experience. Many of the themes proposed for the fort have sub-themes that, supported by artifacts from the department's collection, could be expressed in interesting, informative exhibits. Traveling exhibits on subjects that pertain to the westward expansion, for example, could also be accommodated at the fort. In addition to space in the Pioneer Museum, proposed above, changing exhibit space is proposed for the western half of the central building's ground floor. This area would require some physical work, including flooring and wiring, before it could be used.

Development of modern exhibit spaces inside the fort should be considered as temporary solutions to this interpretive need. On relocation of the State Indian Museum, the building it currently occupies should become the Sutter's Fort visitor center. All formal and changing exhibits of the Pioneer Museum, along with the audio-visual component and the orientation rooms, should be moved there, and the visitor center should become the visitor entry point to the historic park. The rooms in the fort that would become available on the moving of exhibits to the visitor center should be converted to appropriate house museums.

At that time, the east gate will become the public entrance, via the visitor center. The south gate should be closed in order to further visually isolate the interior of the fort from the modern street.

There are two interpretive sales areas in Sutter's Fort: the Sutter's Fort Trade Store, located in rooms 52 and 53, and the sales window in the entrance kiosk. The trade store is operated under contract with the docent association, and sells items of the type that would have available during Sutter's time. The Trade Store should remain in its present location until the State Indian Museum building becomes available. At that time, the trade store function should be moved to that building. This action is in keeping with the return of the interior rooms of the fort to their function during the house museum interpretive period. Possibly, the sale of period (present trade store) and non-period (present entrance kiosk) items could be merged into one outlet in the Visitor Center.

When the Pioneer Museum facility is developed, a small sales counter could be operated out of that location to take the place of the kiosk sales window. Its offerings should be expanded to include a wide variety of interpretive materials, including history books, pamphlets, art and photographic productions, and audio-visual offerings. When the State Indian Museum building is converted to a Sutter's Fort visitor center function, the sales area should be relocated there, in an expanded form as a gift shop, and with more varied inventory of materials for sale.

Vegetation that obscures visitors' view of the exterior of the fort should be trimmed back or removed where appropriate. The area to the north, between the present State Indian Museum and the north wall of the fort, was occupied by a slough in the Sutter period. When the new visitor center is established, this area should be vegetated to in part evoke the sense of the historic wetland, and to more accurately portray the nature of Sacramento Valley's pre-Euroamerican appearance.

### Support Facilities

There is a lack of interpretive support facilities, both in the Sacramento District and at Sutter's Fort. The extent of the interpretive collection associated with Sutter's Fort and the interest in that collection on the part of docents, historians, and others makes it important that this information be readily available. The various components of the collection should be assessed for their relevance to the interpretive themes of the unit, and non-relevant materials removed. Space for artifact, records, manuscript, and library storage and work areas is needed. An exhibit preparation area for use of both district staff and persons associated with traveling exhibits is also important.

Docents working at the fort have amassed a considerable amount of replica items and supplies that are used during demonstrations, and for living history events. The docents also need space for meetings and training sessions. The school groups that attend the environmental living programs bring with them a large amount of support equipment, such as sleeping bags and overnight bags, which need short-term storage space.

Ultimate removal of as many non-interpretive period functions from the fort interior as possible is the goal of this element. However, the lack of space outside the fort is recognized. Until appropriate space can be made available, the following recommendations are made: 1) The second floor of the Kyburz annex, and the ante-room to it, should be renovated for curatorial needs. Climate control facilities should be installed in a portion of this area. 2) The third floor of the central building shall be used as shared storage space for curatorial and docent staff. 3) The eastern half of the ground floor of the central building should be designated the exhibit preparation area.

For docent purposes, the following recommendations are made: 1) The western half of the first floor of the annex shall remain in use as the docent meeting and training space. 2) The ground floor room of the northwest bastion shall remain as storage for docent staff supplies and equipment. 3) The third floor of the central building shall be used as shared storage space for curatorial and docent staff.

Although these space uses are outside the house museum interpretive period of the fort interior, they are justified. The Kyburz Annex did not exist during the house museum interpretive period. Therefore, while the building is considered part of the Pioneer Memorial, use of its interior need not be representative of the interpretive period. The ground-floor room of the northwest bastion was used as a jail, as was the same space in the southeast bastion. Interpretation of Sutter's punitive measures is covered in the southeast bastion, and need not be repeated. Should storage for docent supplies and equipment be found elsewhere or no longer needed, this space could be used to elaborate on Sutter's peacekeeping actions. The third floor of the central building is not handicap-accessible, and has only one entrance/exit, therefore it cannot be open for public viewing. In addition, Sutter's use of the space as storage is comparable to the current function.

For environmental living program purposes, the following recommendation is made: The small bunk room next to Room 11, the private living quarters, shall continue in use as storage space for support equipment of ELP groups. Should another space be made available for ELP use, this room shall be returned to house museum use in its historic function of private living quarters.

### Visitor Activities

The currently available visitor activities of self-guided tours with the electronic wands, demonstration days, living history days, the environmental living program, viewing existing formal exhibits, interpretive sales opportunities, and various special events that take place at the fort should continue. Expansion of these activities is limited only by the amount of space available in the fort, the creativity, enthusiasm, and availability of staff and volunteers, and the interpretive theme guidelines.

The mobile living history program off-site interpretive program (see Interpretive Associations for definition) should be continued. The outreach program to schools and community groups, now conducted by staff on special request, should be expanded. Other programs that should be developed are specialized, theme-oriented tours of the fort that would have special appeal and relevance for tour groups consisting of architects, agriculturalists, and military visitors. When the visitor center is established in the State Indian Museum building, an orientation presentation and slide shows and talks should be offered in the audio-visual area of that facility. Temporarily, slide shows and talks should be presented in the new Pioneer Museum (distillery building).

Local commercial tour guide companies that now bring visitors to Sutter's Fort should be encouraged to provide additional tour packages based on the theme of John Sutter and Sutter's Fort. Such tours would include various sites in Sacramento and surrounding areas (such as the Coloma gold discovery site). Additional effort should be concentrated on encouraging tourists to the Sacramento area to visit the fort. The multiple language wand tour soon to be available is a positive approach to increasing attendance by non-English-speaking visitors.

The department's primary goal in installing house museum rooms in the fort is to interpret with the greatest possible accuracy the appearance of the fort during the interpretive period. The house museums will be most often seen by visitors as static displays, with no live interpreters present. The secondary

purpose of these rooms is their use during living history programs and demonstration days. The long-term goal of the Sutter's Fort docents' rehabilitation program is to revitalize the entire fort. Should the various shops and work areas of Sutter's Fort be completed to such an extent that they are usable by a craftsman on an everyday basis, a recreation of the working community of 1840s New Helvetia would become possible. Craftspersons, through concession agreements or other appropriate means, could work in the various shops, selling their products through the trade store, and interpreting both their crafts and the realities of working for Captain Sutter. Over time, the fort would evolve into a year-round living history center, in which static exhibits would be infused with human activity and live interpretation, and the interpretative theme of Sutter's Fort as a factory would receive its most effective elaboration.

### Interpretive Concessions

A service agreement is now active at Sutter's Fort State Historic Park. An audio wand tour concessionaire furnishes the electronic wands, audio equipment, and tapes that convey the room-by-room interpretation of the fort. Although the system offers no interactive visitor experience, it effectively delivers a great deal of information to a large number of visitors. Visitors retain control of the pace of their tours, and do not have to listen to the entire tape at each stop if they do not wish to.

Alternatives to the wand system include button-activated message repeaters at each audio point, tours led by guides or docents, interpretive panels in each room, and interpreters stationed in the rooms to tell the story of each space. These alternatives each have benefits and drawbacks. Messages broadcast through speakers remove the control visitors now have to decline to receive the recorded interpretation. Those that involve guides or interpreters necessitate augmentation of park staff, although the effectiveness of interpretation would improve significantly because of interaction with visitors and human contact. Interpretive panels degrade the realism of museum rooms and their use on living history and demonstration days, lessen interpretive opportunities for the visually impaired, and make understanding more difficult for persons with poor English-reading skills.

Until an alternative can be developed that offers flexibility, the ability to handle large numbers of people speaking various languages, the capacity to convey large amounts of information, and visitor interaction, the audio wand tour service agreement should be continued. The district would ultimately prefer to own the audio wand equipment outright, and operate the system as part of the park unit. This would enable the funds generated through use of the wands to be returned to the department as a revenue-generating program. This is a viable goal.

While no additional interpretive concessions are recommended for the near or intermediate term, the long-range goal of creating a year-round living history and demonstration center will entail concession agreements with a variety of skilled craftspeople.

## Interpretive Associations

A very active cooperative association, the Sacramento State Park Docent Association, assists in interpretation of Sutter's Fort SHP. The docent association serves all units of the Sacramento District state parks, with sub-groups at each park. Approximately 60 members of the docent association are actively involved at Sutter's Fort in some capacity. In addition, a large cadre of volunteers participates in special programs throughout the year.

A new class of docents is trained each year in the interpretation of the fort. The first floor of the Kyburz annex is used as a meeting and training space. Training is conducted by veteran docents, staff, and occasional outside speakers.

The fort's docents are active in all the interpretive programs conducted at the fort, and in off-site programs. As described in the Interpretive Considerations section of this element, the docents participate in daily interpretation of the fort, the environmental living program, the living history program, Saturday and Sunday demonstration days, and the Sutter's Fort rehabilitation program. All of these depend extensively on docent involvement for their continued effectiveness.

A trade store is operated under contract with the docent association. The store sells only items that are historically accurate to Sutter's time period. The fort's docents also sell, through the entrance kiosk, books and postcards that pertain to the fort.

Off-site programs conducted by the Sutter's Fort docents include the annual mobile living history program, and participation in special events such as conventions, conferences, and history fairs that relate to California history. The mobile living history program, or "river trip," as it is commonly called, takes place each October. A group of docents, attired as trappers and hunters, sets up typical base camps of Sutter's hunters and trappers at selected locations along the Sacramento and American Rivers. At these sites, the docents interpret the life of 1840s hunters and trappers to groups of school children. The program has been very successful, and promises to continue to be so.

## Interpretive Collections

### Existing Collections

Much of the existing 50,000 (approximate)-piece collection for Sutter's Fort began with the Pioneer Collection. This collection developed from the time the fort was reconstructed, and became the core Pioneer Collection when, in the 1930s, Harry Peterson, the fort's first curator, began organizing and cataloguing the mass of artifacts collected. Most of the objects were assembled around the theme of the early pioneers and the Gold Rush, and the collection consists not only of three-dimensional objects, but also of a variety of documents and graphics. Since that time, other assemblages of artifacts have become part of the fort's interpretive collections.

Aside from the Pioneer collection, other important collections are the Reed document collection, the Margaret Kelly collection of the James Marshall Museum, the P. B. Reading collection, the D. W. Thompson collection, and what

might be called the reconstruction collection -- that is, that group of objects original to construction of the fort and collected during and since its reconstruction. Many of these objects are on display, and others are in a variety of storage areas.

Another important collection consists of objects acquired over the years to use in the various exhibits. These may be artifacts, modern equivalents, or reproduction or replica items manufactured for the fort. They represent a variety of quality and historical veracity. Again, some are still on exhibit, and many are in storage.

Separate from the exhibit collection, the park unit controls a collection of modern replications purchased with volunteer-generated funds, volunteer enhancement funds, and other state funds, for use in the living history programs and docent demonstration programs. It is the responsibility of the district superintendent to execute agreements with participating organizations specifying conditions regulating use, care and maintenance, and safety procedures of any such materials used by volunteers. If the specified conditions cannot be met, the materials should not be made available for use.

#### Present Interpretive Use of Objects

The present collection supports interpretation for the existing exhibit room, orientation rooms, and house museum settings; many of the exhibits are currently undergoing a great deal of change. Artifacts have recently been withdrawn from the older exhibit room (room 36), and have been placed in a new orientation room exhibit in rooms 3 and 4; objects have also been taken out of storage to be included in this new exhibit. This has been done under a capital outlay program for statewide exhibit and artifact rehabilitation.

Also under this program, two house museum rooms (room 17, the weaving factory, and room 49, the blacksmith shop) are undergoing rehabilitation, with much if not all of the existing artifacts being removed from display and replaced with newly acquired objects.

Several other rooms are undergoing or have undergone rehabilitation, the work in these instances being done by docent groups or by the curator for historic sites, Sacramento District.

Much of the impetus for this rehabilitation is the need to update and upgrade deteriorating exhibits, as well as the need to protect the existing collection. In most cases, historic items are being replaced with consumable items, that is replications, reproductions, modern equivalents, and artifacts that fit the conditions of DOM 1340.1, "Use of Objects in 'Hands-on' Interpretation."

A secondary but important goal of the various rehabilitation programs is to have house museum settings which are adaptive to ELP, living history, and demonstration programs. More rehabilitation projects are expected to take place in the future. For these new projects, as they fall under the constraints of the General Plan, each exhibit should be defined as formal or adaptive. In a formal exhibit or formal house museum exhibit, the objects must be secure from consumption, that is, from hands-on usage, and from the negative effects of the environment. In an adaptive exhibit or an adaptive

house museum exhibit, the objects have been chosen as "hands-on" objects, and are expected to be consumed by human usage as well as by the effects of the environment. These objects are to be reasonably easy to replace. However, in both cases, the objects are to be made secure from theft, fire, vandalism, and careless maintenance and storage.

### Future Acquisition of Collections

Acquisitions of collections should be focused and in harmony with the General Plan. However, in recognition of the substantial costs of storage and processing, acquisition should concentrate on immediate rather than future needs. No acquisitions are to be made without having facilities available that are adequate for their protection and preservation.

In general, future acquisition of collections, other than reproductions for hands-on use by staff or docents as defined by the district superintendent, should be tied to specific projects as they arise out of the development process (i.e. as defined by a furnishing plan or exhibit plan on an approved DPR-38, or through the capital outlay program). There are some important exceptions to this, which, given the guidelines below, should in general be left to the discretion of the curator for the fort. These would be acquisition, by gift, of 1) objects that would constitute a continuation of the Pioneer Collection, that is, objects that are directly related to known pioneers who passed through the fort, objects that are directly associated to Sutter's Fort, or to the fort's participation in the Gold Rush; and 2) various memorabilia, e.g., from the 100th and the upcoming 150th anniversary of the fort, or from reconstruction of the fort and its upcoming 100th anniversary.

None of the collections for interpretive use at Sutter's Fort SHP need to be exhaustive or definitive. Interpretive artifacts in the Sutter's Fort collections are subject to the same policies and procedures affecting all other collections under the care of the Department of Parks and Recreation. These are outlined in the Department Operations Manual and in the Museum Collections Handbook, published by the Office of Interpretive Services.

### Security

As each exhibit area is rehabilitated, a security plan for that area should be developed to be incorporated into a larger security plan for the fort as a whole. As a corollary, a risk management plan should be developed to enable the unit to identify and correct potential areas of risk for the collections, and provide direction in case of theft, fire, flood, or earthquake.

### Recommendations

#### Research Needs

Additional research is needed for accurate interpretation of John Sutter and Sutter's Fort SHP. The following topics are highlights (not in priority order):

1. Sutter's early life in Europe.
2. Sutter's life in the United States before he came to California.

3. A compendium of letters to and from John Sutter.
4. Detailed research on the immigrants who came to Sutter's Fort.
5. Detailed research on the Hawaiians, Native Americans, Hispanics, and Black Americans who worked for Sutter.
6. A complete chronology of reconstruction of the fort, and all subsequent structural work accomplished to date.
7. Archeological investigations and document searches on the fort grounds to determine the locations and purposes of original structures, including temporary ones.

#### Future Acquisitions

No additional property is proposed for acquisition by the Department of Parks and Recreation for interpretive purposes. However, optimum interpretation of the park's historic resources and delivery of visitor services requires the future availability of the building and grounds currently occupied by the State Indian Museum.

Acquisition of artifacts, papers, and other items directly associated with John Sutter, New Helvetia, and Sutter's Fort should be pursued.

#### Interpretive Recommendations

The interpretive recommendations for Sutter's Fort SHP are divided into immediate (1-3 years), short-term (4-10 years), and long-term (over 10 years) categories. This division is based on the fiscal, personnel, and feasibility characteristics of each proposal. Time designations are approximations only, and may overlap. No priorities within categories are implied. It is recognized that several of the measures proposed in these recommendations - such as curatorial and exhibit uses - appear to negate the ultimate interpretive goal of returning the interior of the fort to its appearance during the house museum interpretive period of 1845-1847. Until space is available outside the fort walls to accommodate these functions, concessions to the reality of the situation must be made. The proposed future use of the State Indian Museum building as a visitor center for Sutter's fort will alleviate several of these anomalies.

#### Immediate (1-3 years)

- Complete rehabilitation of house museums, under the current rehabilitation program.
- Remove the present saw pit, and replace with a more historically appropriate substitute.
- Begin the process of vegetation conversion through natural attrition and selective replacement, according to policies.

- Study the feasibility of returning the appearance of the interior grounds to the house museum interpretive period, with due consideration to conflicting interpretive needs. When available, a satisfactory method should be implemented in concert with measures mitigating any negative interpretive impacts on visitors and resources.
- Remove modern plaques and markers to curatorial space as soon as interpretation of these items can take place in the exhibit spaces.
- Remove interpretive signs and graphics as soon as the information included in these items can be interpreted elsewhere on the fort grounds.
- Trim back vegetation from the fort walls to increase visibility.
- Remove or transplant trees and tall shrubs between L Street and the south wall of the fort, to improve visibility.
- Institute expanded outreach programs to schools and community groups as soon as staff levels permit.
- Institute specialized theme-based tours of the fort.
- Encourage commercial tour guide companies to provide tour packages based on the theme of Sutter's Fort, which would include various sites in Sacramento and surrounding areas (such as the Coloma gold discovery site).
- Formalize curatorial spaces on the second floor of the Kyburz annex, and in its anteroom, for minor on-site curatorial care. Climate control capability should be added to these spaces.
- Formalize use of the third floor of the central building as storage space for both curatorial and docent purposes until a central location is provided.
- Move relevant collections to the curatorial space, for necessary cataloguing and conservation. Remove non-relevant materials from the collection.
- Plan, design, construct, and install the Sutter's Fort Pioneer Museum in room 36, as a temporary expedient pending availability of the State Indian Museum building.

#### Short-Term (4-10 years)

- Construct, consistent with archeological findings, supplementary structures on the interior grounds of the fort. Furnish such structures with appropriate house museums.
- Construct the adobe-walled corral on the southeast side of the fort, insofar as possible within the state's property line.
- Permanently remove all trees inside the fort walls through natural attrition. Mitigate the loss of shade through historically appropriate use of awnings, temporary sheds, and the like.

- Construct a changing exhibit area in the western side of the first floor of the central building, as a temporary expedient pending availability of the State Indian Museum building.
- With the demise of the sheep on display in the fort, replace them with historically accurate breeds of sheep or other small animals appropriate to the size of the site.
- Construct an exhibit preparation area in the east side of the first floor of the central building until a central location is provided.
- Develop and present audio-visual programs and talks in the space provided in the Pioneer Museum, as a temporary expedient pending availability of the State Indian Museum building.

Long-Term (more than 10 years)

- Upon its availability, convert the State Indian Museum building to use as the Sutter's Fort visitor center and park contact point. Remove all permanent and changing modern exhibitry and audio-visual presentation facilities from within Sutter's Fort, and integrate them, as feasible, into the new visitor center. Reroute visitor flow from the new visitor center to the fort.
- Install landscaping in the area between the fort and the new visitor center to represent the appearance of the area during the historic period.
- Develop spaces made available by the moving of exhibits to the visitor center as house museums, according to theme needs, the Kunzel map, and other pertinent research.
- Produce an orientation audio-visual presentation for use in the visitor center.
- Establish Sutter's Fort SHP as a living history center. Operate the shops and craft areas as actual businesses, either through interpretive concessions or by hiring persons to interpret the fort as it was in the 1840s.

CHART 1  
INTERPRETIVE THEMES AND SPACES

	<u>Orient. Rooms</u>	<u>House Museums</u>	<u>Court- Yards</u>	<u>Pioneer Museum</u>	<u>Changing Exhibits</u>	<u>Future Visitor Center</u>
Genesis of a California empresario	X				X	X
Sutter's Fort was the "first echo of civilization" in California's central valley	X		X	X	X	X
Sutter's Hawaiians - a little known but valuable part of the colony			X	X	X	X
The valley's Native Americans were reluctant neophytes, but willing employees	X	X	X		X	X
Foreign weeds in California's garden	X			X	X	X
The immigrants' trip west was a journey of more than miles		X	X	X	X	X
Sutter's Fort was a factory as well as a land grant		X	X	X	X	X
The fort and its occupants experienced growth and adversity	X	X	X	X	X	X
The gold rush turned New Helvetia upside down	X	X	X	X	X	X
Family, retreat, and livelihood	X				X	X
An honored but neglected petitioner	X				X	X
Reconstructing the fort was rebuilding the New Helvetia dream	X				X	X

## OPERATIONS ELEMENT

The purpose of the Operations Element is to identify the present and future operational needs of Sutter's Fort State Historic Park. The effect of policies outlined in other elements of this General Plan on park operations will be addressed.

### Summary of Existing Operations

#### Organization

Sutter's Fort State Historic Park is one of four historic parks managed as part of the Historic Sites park units of the Sacramento District. Sutter's Fort, the State Indian Museum, the Governor's Mansion, and Stanford House State Historic Park are all managed from the Historic Sites office at 802 N Street in downtown Sacramento. The Historic Sites Superintendent, Chief Ranger, Maintenance Supervisor, Office Assistant II, and Volunteer Coordinator all work out of this office.

#### Jurisdiction

Sutter's Fort State Historic Park is located in downtown Sacramento. All law enforcement services are the primary responsibility of Sacramento District state park peace officers. Two Ranger Is assigned to Sutter's Fort provide law enforcement services for the fort, with assistance from the State Indian Museum Ranger.

The California State Police provide support law enforcement services for all of the state parks in Sacramento. Their assistance consists of periodic back-up services to state park peace officers during after-hours alarm calls and technical reviews of security systems.

The Sacramento City Police Department is the local law enforcement agency in the city that has concurrent jurisdiction.

#### Workload

Self-guided tours with staff-led orientations are offered at the fort throughout the year. Guided tours and craft demonstrations are provided periodically as staffing allows. Reservations for children's groups are offered Tuesday through Friday during the school year. Off-site programs are offered on request.

An active volunteer program demands a substantial amount of time from park staff to coordinate a variety of programs.

An important artifact collection is housed both on-site and in a central collections care facility. Sutter's Fort acted for years as a central acquisition site for the Department of Parks and Recreation, so the collection is extensive and varied. Years of backlogged artifact care and records work constitutes an extensive workload.

The fort structure itself is old, and it is a significant historic structure. Years of deferred maintenance remain to be addressed, and both the structure

and the artifacts in the fort collection require ongoing housekeeping, maintenance, and curatorial care.

Sutter's Fort State Historic Park is located on the same property as the State Indian Museum. The fort and museum grounds feature large trees, extensive turf, limited flower beds, and a large, artificial pond with vegetation. Year-round groundskeeping services are required to maintain these grounds.

### Current Staffing

Current staffing at Sutter's Fort consists of the visitor services staff assigned full-time to the fort, and maintenance, grounds, and curatorial staff who work at the fort on an intermittent basis.

A part-time volunteer coordinator assists with volunteer coordination.

### Visitation

Visitation patterns follow an annual cycle. From September to mid-June, the fort is booked with tours for school children studying California history. From February through mid-June, all reserved tours are filled, and many tour requests are turned away. An ever-increasing number of "drop-in" groups request access to the park. It is not unusual to have all 400 audio wands checked out to visitors at one time. This high number of simultaneous visiting school groups can have a negative effect on the interpretive experience of all. Staff is monitoring the effects of this intensive carrying capacity of the fort.

During the summer, visitor profiles change to family groups. The park is open from 10 a.m. to 5 p.m. 362 days per year. It is closed only on Thanksgiving Day, Christmas Day, and New Year's Day.

### Special Events/Programs

Sutter's Fort is located in an urban environment in downtown Sacramento. It has historically been a focal point in the community. This focus continues today in two types of scheduled special events.

The first type of special event is the department-sponsored public event, as, for example, living history programs and Pioneer Craft days. These events are co-coordinated by the Department of Parks and Recreation and the Sacramento District State Parks Docent Association. Open to the general public, these events are designed to meet special interpretation goals of the unit, and to supplement daily tour interpretation.

The second type of special event is one in which the fort is rented by an organization or member of the general public as a unique site for a private event. Fund raisers and large parties are frequently held at the fort in the courtyard during the late spring, summer, and early fall months. A rental fee is paid to the department by the renting party, and there are more requests for use of the fort than operational logistics allow.

Both types of special event programs require scheduled overtime for visitor services and maintenance staff, as well as increased vigilance for care of both the historic structure and its artifacts.

### Maintenance/Housekeeping

Maintenance and housekeeping at the fort are focused on artifact care and the care of a significant historic structure. The fort facility is more than 90 years old, and requires ongoing maintenance care sensitive to the historic nature of the structure. The availability of adequate funding to address the backlog of deferred maintenance for artifacts and for the structure itself is an ongoing concern. Because of the lack of a fully equipped maintenance shop, maintenance support functions are difficult to provide.

### Recommendation

Provide a fully-equipped maintenance facility off-site which can adequately support ongoing maintenance.

Policies and guidelines for grounds care are discussed in the Resource Element and the Land Use and Facilities Element.

### Curatorial Services

Curatorial services are provided from a central location to all four Historic Sites units. Because of the lack of space at the fort, a large portion of the fort collection is located in another facility. There is tremendous demand for access to this collection, which historically was never organized for easy retrieval. Ongoing work to rehabilitate all of the house museum exhibits at the fort is underway with the aid of teams of volunteers, as is work to organize the collection in storage.

Daily artifact housekeeping is the responsibility of the maintenance staff, and specific artifact care is being provided through the art artifact conservation program.

### Visitor Services

Visitor services staff provide on-site interpretation, public contact, fee collection, volunteer coordination, and law enforcement services. The visitor services staff reports to the fort, and provide periodic back-up to the staff at the State Indian Museum.

Because of the high visitation to the fort and the correspondingly small staff, the staff spends the bulk of its time greeting the public and orienting people to the fort and the fort audio program. The opportunity for staff-presented interpretive programming is minimal.

## Special Considerations and Recommendations

### Curatorial Program

Curatorial services for Sutter's Fort are provided by one Curator II who is also responsible for these services at the State Indian Museum, Stanford House State Historic Park, and the Governor's Mansion. As a result, the skilled curatorial care provided to the fort is necessarily limited.

The major curatorial issues at the fort are the lack of temperature-controlled storage and the backlog of artifact care needed for artifacts in storage off site. Currently, artifacts not on display are stored in non-temperature-controlled conditions at the fort. It is important to have some storage and work space on site to provide timely care for artifacts when needed, and reasonable access for exhibitry.

### Recommendation

Provide a temperature-controlled environment in the artifact care/storage facility at the fort, which will provide for minor maintenance of artifacts.

Provide adequate curatorial staff to meet the backlog of curatorial work.

### Volunteers

The fort enjoys one of the most active volunteer programs in the State of California. The list of programs includes the environmental living program, living history, the rehabilitation program, Pioneer Craft demonstration programs, the mobile living history program, and daily drop-in interpreters. The variety and number of volunteer programs at this site require extensive staff support. This support is currently presented by one staff Volunteer Coordinator and the fort lead Ranger. The volunteer coordinator is currently a part-time seasonal position, which is inadequate for the extensive volunteer coordination workload.

### Recommendation

Provide full-time volunteer coordination to meet the volunteer coordination workload at the fort.

### Group Reservation Use

Sutter's Fort is a popular site with fourth-grade school groups studying California history. School group reservations between September and mid-June fill every year, and many requests to visit must be turned down. An increasing number of school groups are visiting the fort as "drop-ins," hoping to be able to enter even though they did not receive a reservation. The impact of these drop-in visitors combined with the reserved visitors is to raise the noise level and diminish the opportunity for adequate viewing of the fort for all involved. The quality of the interpretive experience is weakened, and staff concerned with fee collection, brief welcomes, and wand cleaning, do not have time to provide interpretive programming.

### Recommendation

Determine the practical carrying capacity of the fort for a quality interpretive experience by school children, and initiate and enforce a maximum visitor capacity for the fort. Develop and implement programs that will provide the visiting public the optimum quality experience.

### Interpretation

On living history and Pioneer Craft days, the fort literally "lives," and visitors receive the full interpretive experience of life at the fort in its heyday. These programs are offered approximately 14 days per year, and are supported by large numbers of volunteers. Most of these volunteers work, and are not available mid-week.

One of the interpretive goals at the fort is to develop a self-sustaining interpretive program which offers daily interpretation, especially during the busy summer months. This program should make use of paid staff who can be scheduled for daily craft and interpretive demonstrations.

### Recommendation

Develop a financially self-sustaining interpretive program which offers five to six interpreters per day during the peak visitor seasons of the year.



## CONCESSIONS ELEMENT

A Concessions Element consists of an evaluation of any existing concession activities, the potential for additional visitor services and revenues, and appropriate concession policies and guidelines consistent with the unit's classification.

Under legislation effective in September 1982, a Concessions Element is required in the general plan for future concessions considerations. The Public Resources Code, Section 5080.03, describes the manner in which concessions can be operated in the State Park System.

### Definition

A concession is defined as authority to permit specific uses of state park lands and/or facilities for a specified period of time. The intent is to provide the public with goods, services, or facilities the department cannot provide as conveniently or efficiently, or to permit limited use of state park lands for other purposes, compatible with the public interest and consistent with the Public Resources Code.

### Purpose

The purpose of the Concessions Element, which is part of the general plan for a park unit, is to evaluate existing and potential concessions in accordance with the Public Resources Code, Section 5080.03, and the classification of the park unit.

### Scope

The Concessions Element is a guide to assist in development of concessions in state parks. The Concessions Element should provide direction as to the appropriateness of a concession in a specified unit, and to ensure consistent management practices.

It is the policy of the department to cultivate and encourage small businesses as well as ethnic and racial minority-owned/operated businesses as concessionaires in the State Park System.

It is the department's policy to generally avoid entering into convenience-type concession agreements for facilities, products, or programs that are adequately provided for a short distance outside state park unit boundaries.

It is the policy of the department that concessions shall provide facilities, products, programs, or services at prices competitive with similar businesses outside State Park System units.

Public Resources Code, Section 5080.03(c) states:

"With respect to any unit of the State Park System for which a general development plan has been approved by the commission, any proposed concession at that unit shall be compatible with that plan."

### Concession Recommendations

At this time, concession activities are not expected. However, if specific proposals are made, they will be studied on a case-by-case basis for feasibility and appropriateness, consistent with this General Plan.

## ENVIRONMENTAL IMPACT ELEMENT

The Environmental Impact Element (EIE) predicts the environmental effects that may result from implementation of the General Plan. Combined with the other elements of the General Plan, the EIE constitutes an Environmental Impact Report (EIR), as described by the California Environmental Quality Act (CEQA). This is done for all State Park System general plans, whether or not significant environmental effects are expected.

The General Plan describes the long-term plans and policies for a state park unit in a generalized way. This element focuses on the likely effects of these generalized plans and policies, suggests mitigation measures, and considers alternative actions.

As the development proposals in the General Plan are implemented, the department will document their environmental effects as required by CEQA and the CEQA guidelines.

### SUMMARY

#### Class 1 Impacts: Unavoidable Significant Environmental Effects

Implementation of the General Plan should cause no unavoidable significant impacts on the environment.

#### Class 2 Impacts: Mitigable Significant Environmental Effects

<u>Impact</u>	<u>Mitigation</u>	<u>Comments</u>
Unearthing of archeological materials	No digging done below "critical depth" in fort courtyard  On-site archeologist present when digging occurs	Will allow installation of new surface water catch basins and piping
Damage to historical structures	Replacement of gutters and downspouts to be completed with caution to protect historic structures	Any change or repairs to historic features to be coordinated with State Office of Historic Preservation

Class 3 Impacts: Adverse But Not Significant Effects

<u>Impact</u>	<u>Mitigation</u>	<u>Comments</u>
Dust and mud generated during construction	Dust control (i.e. sprinkling) if necessary	Short-term, limited effort
Removal of plants, resulting in more austere appearance of fort's immediate surroundings	Alternate methods of planter construction that prevent water intrusion into walls but allow plants to remain	Removal of plants may be necessary, but goal of historic preservation would still be achieved
Noise from events at fort disturbing neighbors	No live bands allowed for private parties	Limited effect (only on a few days per year)
Erosion of soil from base of outer walls due to sloping bare ground	Porous soil binder could be incorporated in soil, or decomposed granite used in landscaping to minimize erosion  Grass or other low ground-cover could be planted to stabilize sloping soil	Measures will limit erosion of soils in planting areas

Project Description

A description of the General Plan is contained in the General Plan Summary. For more detailed descriptions, refer to the following sections of the General Plan: Resource Element, for the description and policies of natural and cultural resources; Land Use and Facilities Element, regarding proposed facilities. Other aspects of the fort's environment are described in the following section of the EIE.

Environmental Setting

The environmental setting is described in the following section of the EIE, as well as in other elements of the General Plan. Information about the fort grounds was obtained from the "Condition Assessment of Sutter's Fort," prepared in December 1988, by Gilbert Sanchez, A.I.A., and Daryl Allen, M.A. This document provided a summary of the plant intrusion problems at the fort.

Existing Conditions, Environmental Impacts, and Proposed Mitigations

Environmental impacts of the General Plan were anticipated in the category of "hydrology."

Hydrology

The General Plan proposes to improve water drainage by regrading the ground in the courtyard and improving the roof and surface water drainage systems. These are fully described in the Resource Element of the General Plan.

## COURTYARD

### Existing Conditions:

The gently sloping ground in the courtyard forms depressions at several areas adjacent to adobe or brick structures. A large build-up of thatch on the two lawn areas has trapped soil, raising these plots and contributing to the drainage pattern. Rainwater runoff collects in the following areas: near the east entry gate; against the west side of the central building, and generally, at the base of all the walls in the north wing of the fort, especially in the northeast corner. The concrete walk in the northwest section of the courtyard also serves to trap moisture in the underlying soil. These sources of moisture seep up into the adjacent adobe and brick, and saturate the ground and wall foundations. Moisture intrusion was especially noted in the central building, where cracking has occurred.

### Adverse Effects:

Regrading in the courtyard may disturb the Native American burial site known to underlie the fort.

Removal of the concrete walks and leveling of the lawn areas will produce dust and/or mud.

### Beneficial Effects:

Leveling the ground in the courtyard will direct runoff away from walls that are susceptible to water intrusion.

### Mitigation:

Turf and cover may be replanted after regrading to control mud.

To replace the concrete walks, decomposed granite or some other porous paving material may be used.

As required by policy of the Resource Element, removal of the concrete walk must be reviewed by the Office of Historic Preservation, as well as the usual departmental staff.

To avoid unearthing any archeological materials, ground disturbance could be limited to a depth that would avoid contact with the level at which the cemetery begins. An archeologist will be consulted to determine the "critical depth," and should be present if any digging occurs.

## ROOF DRAINAGE

### Existing Conditions:

The rainwater conducting system on the roof leaks water onto the masonry walls in many places, and does not properly direct water away from the buildings.

Adverse Effects:

Establishment of a secure system or downspouts may result in damage to historic structures in the fort during construction. Addition of modern pipes and gutters onto the structures of the fort may be inconsistent with interpretive policy.

Beneficial Effects:

Improvement of the roof drainage system should result in more efficient drainage of rain runoff, and prevent further damage to structures from leaking.

Mitigation:

Removal of the existing gutters and downspouts and installation of new ones should be completed with caution to minimize damage to historic structures.

Effects Not Found To Be Significant

Plant Life

The General Plan incorporates changes that will have effects on plant life on the fort grounds.

INTRUSIVE PLANTS

Existing Conditions:

Succulents planted at the base of the west fort wall have an extensive root system that may disrupt the foundation of the wall. A grapevine growing on the wall near the east entry gate is intruding into the wall, and shading the masonry from drying out after rains (Sanchez and Allen, 1988).

Adverse Effects:

Removal of these intrusive plants will contribute to the stark appearance of the fort walls, a result that could make the fort less attractive to visitors.

Beneficial Effects:

Removal of the plants will allow proper drying of wet masonry, and prevent structural damage to the foundations. This will fulfill the resource management objective to preserve structures at the expense of vegetation.

Mitigation:

Plants could be maintained at the base of the walls if a planter is constructed that could prevent irrigation water from reaching the walls; some sort of moisture barrier could be employed in the planter bed to contain water.

## PERIMETER PLANTINGS

### Existing Conditions:

The vegetated areas adjacent to the perimeter walls of the fort are bounded by a concrete planting border, which forms a basin where water collects. The saturated soil may cause differential settling and cracking of the heavy masonry walls. The pooled water also tends to wick up into the walls, leaching out the lime mortar between the bricks, and causing spalling of the brick. Water has risen in the walls as much as five feet.

### Adverse Effects:

The Resource Element proposes to regrade the grounds adjacent to the perimeter walls to allow water to drain away from the walls. The new grade may be vulnerable to erosion from runoff, particularly if the areas are left as bare ground.

### Beneficial Effects:

The new grade should decrease collection of water next to the walls, and present further water intrusion of the brick.

### Mitigation:

A porous soil binder may be incorporated into the soil, or decomposed granite could be used in landscaping to minimize erosion.

Grass cover could be planted to stabilize erodible soil on the grade.

## Noise

### Existing Conditions/Effects:

Use of the fort grounds for private parties, especially after 10:00 p.m., is an occasional source of noise and disturbance for nearby residents. Firing of antique weapons, especially cannon, also creates a substantial amount of noise during occasional interpretive events at the fort. However, rangers report that few complaints are received, and that neighbors apparently have become accustomed to the noise.

### Mitigations:

In anticipation of potential noise problems, use of live bands at private parties at the fort has been discontinued.

Due to the lack of disturbance that has been caused by noise at the fort, further mitigation is unnecessary.

## Aesthetics

### Future Effects:

The creation of a "screen" to direct visitors from the present Indian Museum to the fort may detract from the appearance of the fort, particularly if fencing is used.

### Mitigations:

In building the screen, materials besides metal fencing should be investigated. Alternative materials such as wood or tall vegetation may be used to provide a comparable level of security and direction between the fort and the Indian Museum building.

### Other Categories from Initial Study

An initial study (appendix) found that the proposed General Plan would cause no significant adverse effects in the following areas: air quality, water supply and quality, animal life, light and glare, land use, natural resources, risk of upset, population, housing, traffic, public services, utilities, human health, and recreation.

### Significant Effects That Cannot Be Avoided

No unavoidable significant effects are expected from implementing the General Plan.

### Relationship Between Short-Term Uses and Long-Term Productivity

The long-term management of Sutter's Fort State Historic Park has been determined largely by previous acquisition and classification actions. The specific purposes and restraints of these actions are found in the Resource Element.

In 1962, the State Park and Recreation Commission classified the unit as a state historic monument. In 1970, most of the historical units of the State Park System -- including Sutter's Fort -- were reclassified as state historic parks.

The General Plan for this unit is consistent with the classification approved by the State Park and Recreation Commission. The Declaration of Purpose, which is included in the Resource Element, calls for preservation, restoration, rehabilitation, and interpretation of features from both the 1840s (John Sutter's period) and the 1890s (California Pioneer Memorial).

Under these management objectives, short-term uses of the unit will protect and enhance the cultural and aesthetic resources for the public's benefit. They will not affect any future productive uses.

### Growth-Inducing Impacts

The proposed improvements to Sutter's Fort State Historic Park will protect the fort's historical and cultural resources, and improve operation and interpretation of the unit. These improvements, however, will not induce new growth in the area.

### • Cumulative Impacts

Implementation of the General Plan will have no cumulative environmental impacts in the area.

### Alternatives

#### Alternative #1: Proposed General Plan

##### Description:

The proposed General Plan is the department's preferred alternative. It is described in the various elements of the General Plan.

##### Environmental Impacts:

The environmental effects of Alternative #1 are discussed above, in this Environmental Impact Element.

#### Alternative #2: No-Project Alternative

##### Description:

This alternative would incorporate no modifications to existing facilities or landscaping at the fort.

##### Environmental Impacts:

This alternative would avoid possible adverse effects on archeological materials and the exterior appearance of the fort that might otherwise occur with Alternative #1.

However, retaining existing runoff drainage systems and plants may cause eventual water intrusion and damage to the walls of the fort. Consequent cracking and differential settling of the walls may endanger the structural stability of the fort as a whole, thereby damaging structures of historical significance.

Organizations and Individuals Contacted in  
Preparing the Environmental Impact Element

The following agencies were provided with the notice of preparation of this EIE. No comments were received.

Sacramento City Planning Department  
1231 "I" Street  
Sacramento, CA 95814

Sacramento County Planning Department  
827 - 7th Street  
Sacramento, CA 95814

SACOG  
106 "K" Street, Suite 200  
Sacramento, CA 95814

State of California:

Office of Planning and Research  
1400 - 10th Street  
Sacramento, CA 95814

Office of Historic Preservation  
1416 - 9th Street, Room 1442-7  
Sacramento, CA 95814

Information was obtained from the following individuals:

In the Resource Protection Division, Department of Parks and Recreation:

Stephen Bakken, Forester II  
John Kelly, State Archeologist II  
George Stammerjohan, State Historian II

At Sutter's Fort (2701 "L" Street, Sacramento, CA 95816):

Jeff Jones, State Park Ranger I

Additional Reference:

Sanchez, Gil and Daryl Allen. Condition Assessment of Sutter's Fort.  
Gilbert Arnold Sanchez, Inc.: Santa Cruz. December 1988.

G-4075/4084L

APPENDIX



I. BACKGROUND INFORMATION

A. Name of Project: Sutter's Fort State Historic Park General Plan

B. Checklist Date: 12 / Apr / 89.

C. Contact Person: Roger Willmarth

Telephone: ( 916 ) 324-6419

D. Purpose: Establish policies for development, operation, and resource protection for Sutter's Fort State Historic Park.

E. Location: City of Sacramento, between K.L. and 28th Street and 26th Street.

F. Description: See D. Purpose, above.

G. Persons and Organizations Contacted: Department of Parks and Recreation staff.

II. ENVIRONMENTAL IMPACTS. (Explain all "yes" and "maybe" answers)

A. Earth. Will the proposal result in:

- 1. Unstable earth conditions or changes in geologic substructures? .....
- 2. Disruptions, displacements, compaction, or overcovering of the soil? .....
- 3. Change in topography or ground surface relief features? .....
- 4. The destruction, covering, or modification of any unique geologic or physical features? .....
- 5. Any increase in wind or water erosion of soils, either on or off the site? .....
- 6. Changes in deposition or erosion of beach sands, or changes in siltation, deposition or erosion which may modify the channel of a river or stream or the bed of the ocean or any bay, inlet, or lake? .....
- 7. Exposure of all people or property to geologic hazards such as earthquakes, landslides, mudslides, ground failure, or similar hazards? .....

Yes	Maybe	No
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

- |  |                          |                                     |                                     |
|--|--------------------------|-------------------------------------|-------------------------------------|
| 1. Substantial air emissions or deterioration of ambient air quality? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 2. The creation of objectionable odors? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 3. Alteration of air movement, moisture or temperature, or any change in climate, either locally or regionally? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>C. Water.</b> Will the proposal result in:  |                          |                                     |                                     |
| 1. Changes in the currents, or the course or direction of water movements, in either marine or fresh waters? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 2. Changes in absorption rates, drainage patterns, or the rate and amount of surface water runoff? .....   | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| 3. Alterations to the course or flow of flood waters? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 4. Change in the amount of surface water in any water body? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 5. Discharge into surface waters, or in any alteration of surface water quality, including but not limited to temperature, dissolved oxygen or turbidity? .....                | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 6. Alteration of the direction or rate of flow of ground waters? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 7. Change in the quantity of ground waters, either through direct additions or withdrawals, or through interception of an aquifer by cuts or excavations? .....                | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 8. Substantial reduction in the amount of water otherwise available for public water supplies? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 9. Exposure of people or property to water-related hazards such as flooding or tidal waves? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 10. Significant changes in the temperature, flow or chemical content of surface thermal springs? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>D. Plant Life.</b> Will the proposal result in:   |                          |                                     |                                     |
| 1. Change in the diversity of species, or number of any species of plants (including trees, shrubs, grass, crops, and aquatic plants)? .....                                   | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/>            |
| 2. Reduction of the numbers of any unique, rare or endangered species of plants? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 3. Introduction of new species of plants into an area, or in a barrier to the normal replenishment of existing species? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 4. Reduction in acreage of any agricultural crop? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>E. Animal Life.</b> Will the proposal result in:  |                          |                                     |                                     |
| 1. Change in the diversity of species, or numbers of any species of animals (birds, land animals including reptiles, fish and shellfish, benthic organisms, or insects)? ..... | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 2. Reduction of the numbers of any unique, rare or endangered species of animals? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 3. Introduction of new species of animals into an area, or result in a barrier to the migration or movement of animals? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 4. Deterioration to existing fish or wildlife habitat? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>F. Noise.</b> Will the proposal result in:  |                          |                                     |                                     |
| 1. Increase in existing noise levels? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 2. Exposure of people to severe noise levels? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>G. Light and Glare.</b> Will the proposal result in:  |                          |                                     |                                     |
| 1. The production of new light or glare? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>H. Land Use.</b> Will the proposal result in:   |                          |                                     |                                     |
| 1. A substantial alteration of the present or planned land use of an area? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| <b>I. Natural Resources.</b> Will the proposal result in:  |                          |                                     |                                     |
| 1. Increase in the rate of use of any natural resources? .....   | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |
| 2. Substantial depletion of any nonrenewable resources? .....  | <input type="checkbox"/> | <input type="checkbox"/>            | <input checked="" type="checkbox"/> |

		Yes	Maybe	No
1.	A risk of an explosion or the release of hazardous substances (including, but not limited to, oil, pesticides, chemicals, or radiation) in the event of an accident or upset conditions? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Possible interference with emergency response plan or an emergency evacuation plan? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>K. Population.</b> Will the proposal result in:				
1.	The alteration, distribution, density, or growth rate of the human population of the area? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>L. Housing.</b> Will the proposal result in:				
1.	Affecting existing housing, or create a demand for additional housing? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>M. Transportation/Circulation.</b> Will the proposal result in:				
1.	Generation of substantial additional vehicular movement? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Affecting existing parking facilities, or create a demand for new parking? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3.	Substantial impact upon existing transportation systems? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4.	Alterations to present patterns of circulation or movement of people and/or goods? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
5.	Alterations to waterborne, rail, or air traffic? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6.	Increase in traffic hazards to motor vehicles, bicyclists, or pedestrians? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>N. Public Services.</b> Will the proposal have an effect upon, or result in a need for new or altered governmental services in any of the following areas:				
1.	Fire protection? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Police protection? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3.	Schools? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4.	Parks and other recreational facilities? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
5.	Maintenance of public facilities, including roads? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6.	Other governmental services? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>O. Energy.</b> Will the proposal result in:				
1.	Use of substantial amounts of fuel or energy? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Substantial increase in demand upon existing sources of energy, or require the development of new sources? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>P. Utilities.</b> Will the proposal result in a need for new systems, or substantial alterations to the following utilities:				
1.	Power or natural gas? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Communication systems? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3.	Water? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
4.	Sewer or septic tanks? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
5.	Storm water drainage? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6.	Solid waste and disposal? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>Q. Human Health.</b> Will the proposal result in:				
1.	Creation of any health hazard or potential health hazard (excluding mental health)? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	Exposure of people to potential health hazards? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<b>R. Aesthetics.</b> Will the proposal result in:				
1.	The obstruction of any scenic vista or view open to the public, or will the proposal result in the creation of an aesthetically offensive site open to public view? .....	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
<b>S. Recreation.</b> Will the proposal result in:				
1.	An impact upon the quality or quantity of existing recreational opportunities? .....	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

- 1. Will the proposal result in the alteration of or the destruction of a prehistoric or historic archeological site?
- 2. Will the proposal result in adverse physical or aesthetic effects to a prehistoric or historic building, structure, or object?
- 3. Does the proposal have the potential to cause a physical change which would affect unique ethnic cultural values?
- 4. Will the proposal restrict existing religious or sacred uses within the potential impact area?

U. *Mandatory Findings of Significance.*

- 1. Does the project have the potential to degrade the quality of the environment, reduce the habitat of a fish or wildlife species, cause a fish or wildlife population to drop below self-sustaining levels, threaten to eliminate a plant or animal community, reduce the number or restrict the range of a rare or endangered plant or animal or eliminate important examples of the major periods of California history or prehistory?
- 2. Does the project have the potential to achieve short-term, to the disadvantage of long-term, environmental goals?
- 3. Does the project have impacts which are individually limited, but cumulatively considerable?
- 4. Does the project have environmental effects which will cause substantial adverse effects on human beings, either directly or indirectly?

III. DISCUSSION OF ENVIRONMENTAL EVALUATION (See Comments Attached)

- A.2. Regrading to improve drainage may disrupt the soil.
- 3. Removal of the built up turf in courtyard may change the ground surface relief features.
- 5. Regrading the outside the walls may contribute to soil erosion.
- C.2. Regrading and replacement of gutters and downspouts to improve drain may change drainage patterns and rate and amount of water runoff.
- D.1. Removal of grass in courtyard and intrusive plants from walls may change the diversity or number of plant species.
- R.1. Removal of vegetation, or construction of fencing, may make the fort and grounds less attractive to visitors.
- T.1. Regrading in the courtyard may disturb the Native American burial site underlying the fort.
- 2. Replacement of gutters and downspouts may damage the historic build

IV. DETERMINATION

On the basis of this initial evaluation:

- I find the proposed project COULD NOT have a significant effect on the environment, and a NEGATIVE DECLARATION will be prepared.
- I find that although the proposed project could have a significant effect on the environment, there will not be a significant effect in this case because the mitigation measures described on an attached sheet have been added to the project. A NEGATIVE DECLARATION will be prepared.
- I find the proposed project MAY have a significant effect on the environment, and an ENVIRONMENTAL IMPACT REPORT is required.

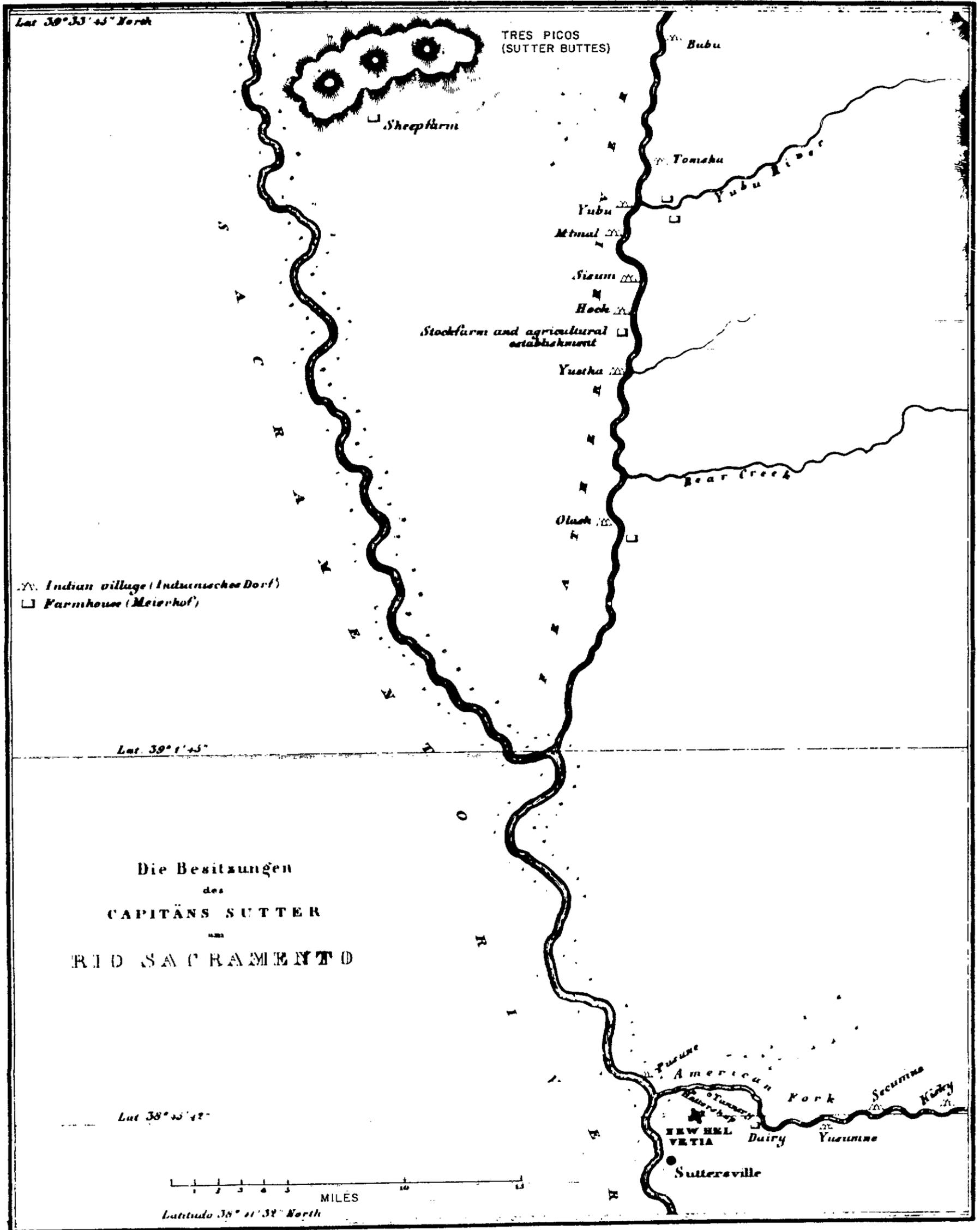
Date: April 14, 1989

Roger W. Williams

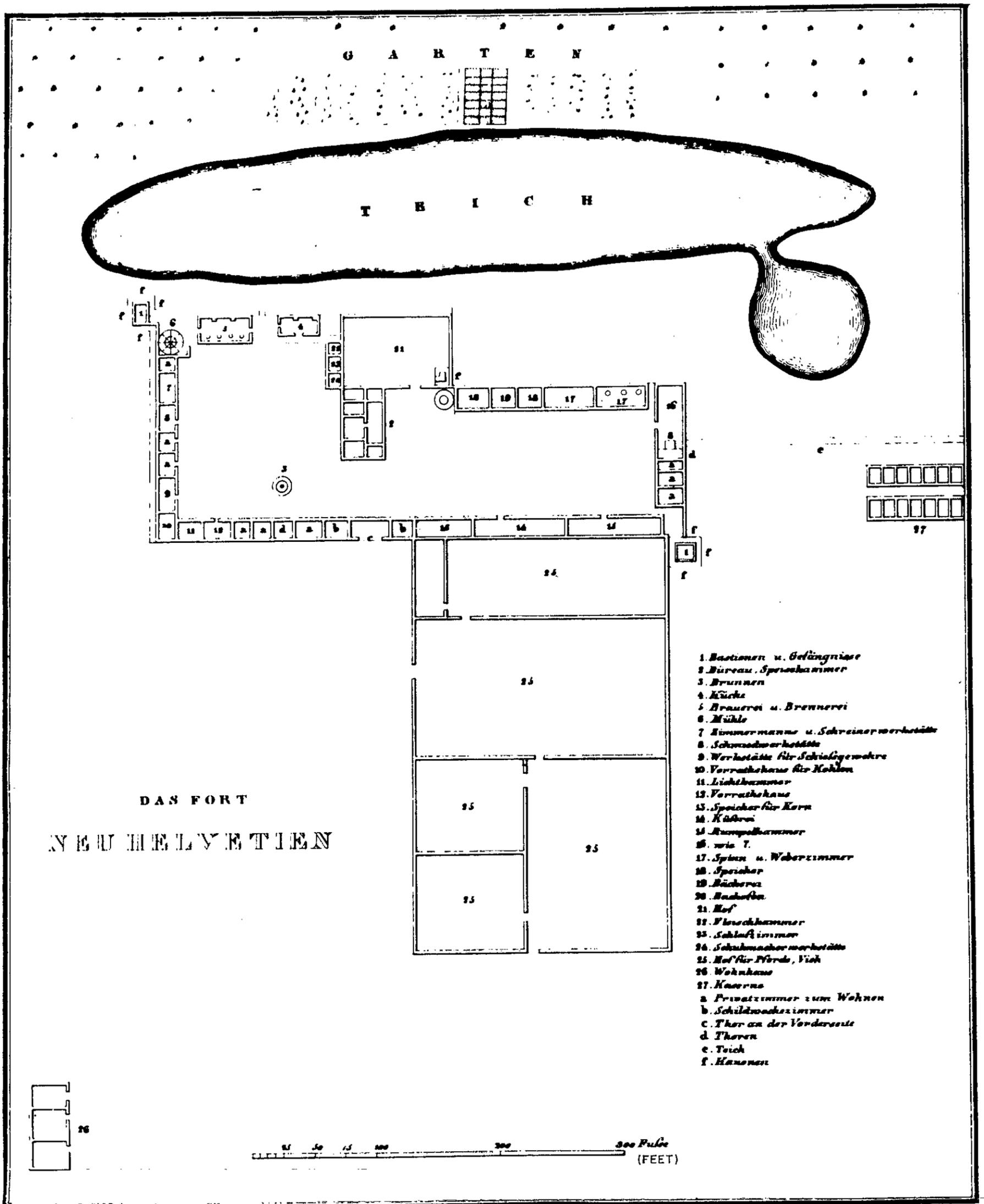
MAPS







C1 MAP	DRAWING NO.	SUTTER'S FORT STATE HISTORIC PARK CULTURAL RESOURCES KUNZEL MAP - PART I GENERAL PLAN - RESOURCE ELEMENT	RESOURCES AGENCY OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION	REVISIONS	DATE	DESIGNED J. KELLY
		APPROVED _____	DATE _____			DRAWN
						CHECKED



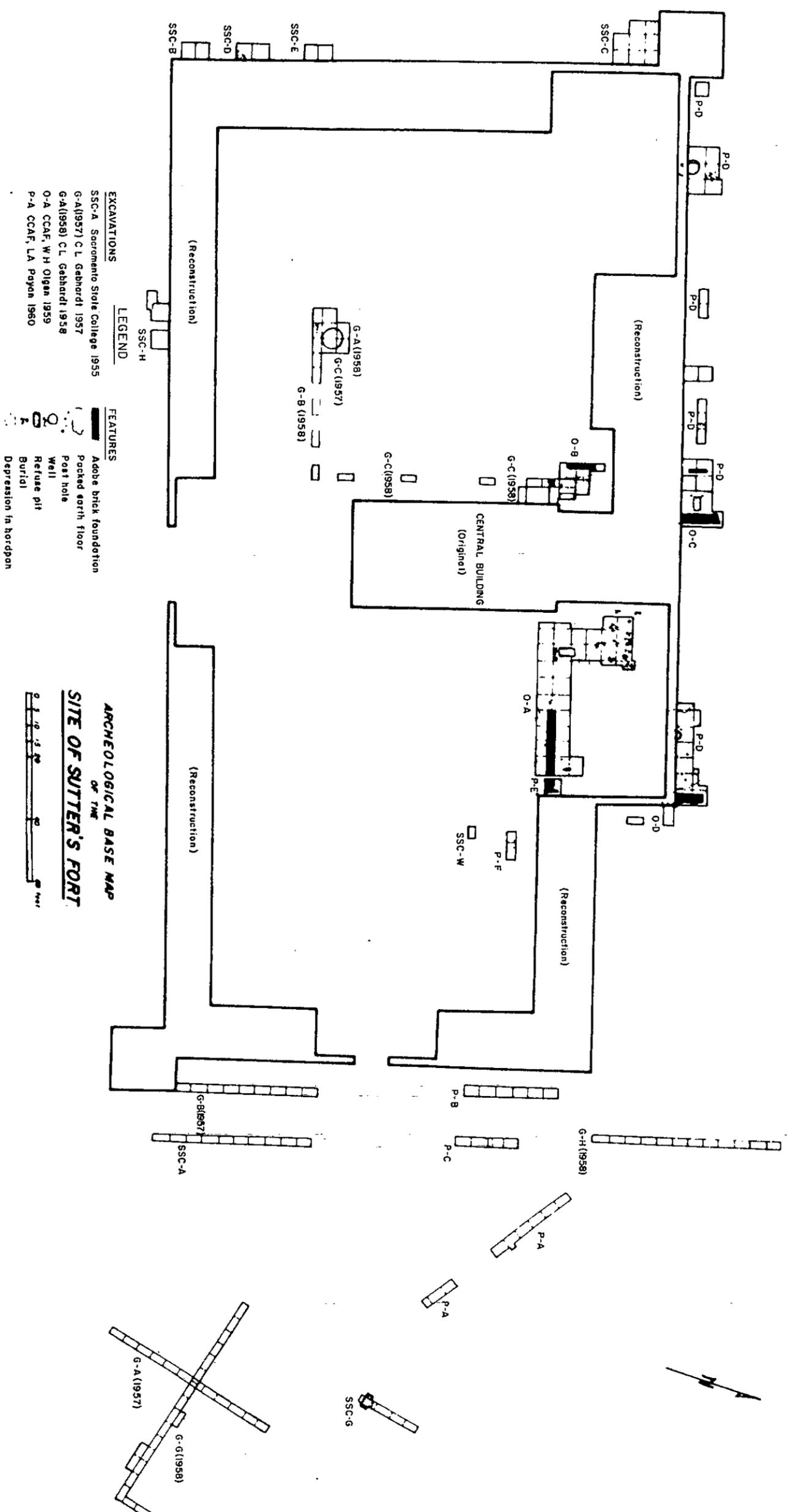
Nach einer Originalzeichnung d. Cap Sutter

LEGEND\*

- |   |                                |                        |                         |
|---|--------------------------------|------------------------|-------------------------|
| 1-BASTION AND JAILHOUSE                 | 10-CHARCOAL/COAL STORAGE       | 19-BAKERY              | a-PRIVATE ROOMS         |
| 2-BUREAU OF THE LARDER<br>[food stores] | 11-TORCH AND LANTERN ROOM      | 20-BAKERS OVEN         | b-SIGN MAKING/ART/PRINT |
| 3-WELL                                  | 12-STORAGE                     | 21-ROOM                | c-GATES TO THE FRONT    |
| 4-KITCHEN                               | 13-GRANARY                     | 22-MEAT STORAGE        | d-DOORS                 |
| 5-BREWERY AND DISTILLERY                | 14-COOPER                      | 23-SLEEPING ROOM       | e-POND/LAKE             |
| 6-MILL                                  | 15-JUNK PILE<br>[misc storage] | 24-COBBLER/SHOE MAKER  | f-CANNON                |
| 7-CARPENTER AND CABINET SHOP            | 16-CARPENTER AND CABINET SHOP  | 25-HORSE/ANIMAL CORRAL |                         |
| 8-BLACKSMITH                            | 17-SPINNING AND WEAVING        | 26-LIVING QUARTERS     |                         |
| 9-FIREARMS WORKSHOP AND STORAGE         | 18-GRANARY                     | 27-BARRACKS            |                         |

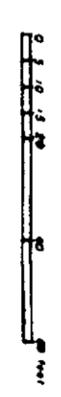
\*Translation by Judy Stammerjohan

C2 MAP DRAWING NO.	SUTTER'S FORT STATE HISTORIC PARK CULTURAL RESOURCES KUNZEL MAP - PART 2 GENERAL PLAN - RESOURCE ELEMENT	RESOURCES AGENCY OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION	REVISIONS	DATE	DESIGNED J. KELLY
	APPROVED _____ DATE _____				
					DRAWN CHECKED



- EXCAVATIONS**
- SSC-A Sacramento State College 1955
  - G-A(1957) C. L. Gebhardt 1957
  - G-A(1958) C. L. Gebhardt 1958
  - O-A CCAF, W. H. Oigen 1959
  - P-A CCAF, L. A. Payan 1960
- LEGEND**
- SSC-H
- FEATURES**
- Adobe brick foundation
  - Packed earth floor
  - Post hole
  - Wall
  - Refuge pit
  - Burial
  - Depression in horizon

**ARCHEOLOGICAL BASE MAP  
OF THE  
SITE OF SUTTER'S FORT**



AFTER PAYAN 1960

MAP <b>C 3</b>	DRAWING NO.	SUTTER'S FORT STATE HISTORIC PARK CULTURAL RESOURCES ARCHEOLOGICAL EXCAVATIONS COMPOSITE MAP		RESOURCES AGENCY OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION		REVISIONS	DATE	DESIGNED <b>J. KELLY</b>
		APPROVED _____ DATE _____						DRAWN
								CHECKED

GENERAL PLAN - RESOURCE ELEMENT

K Street

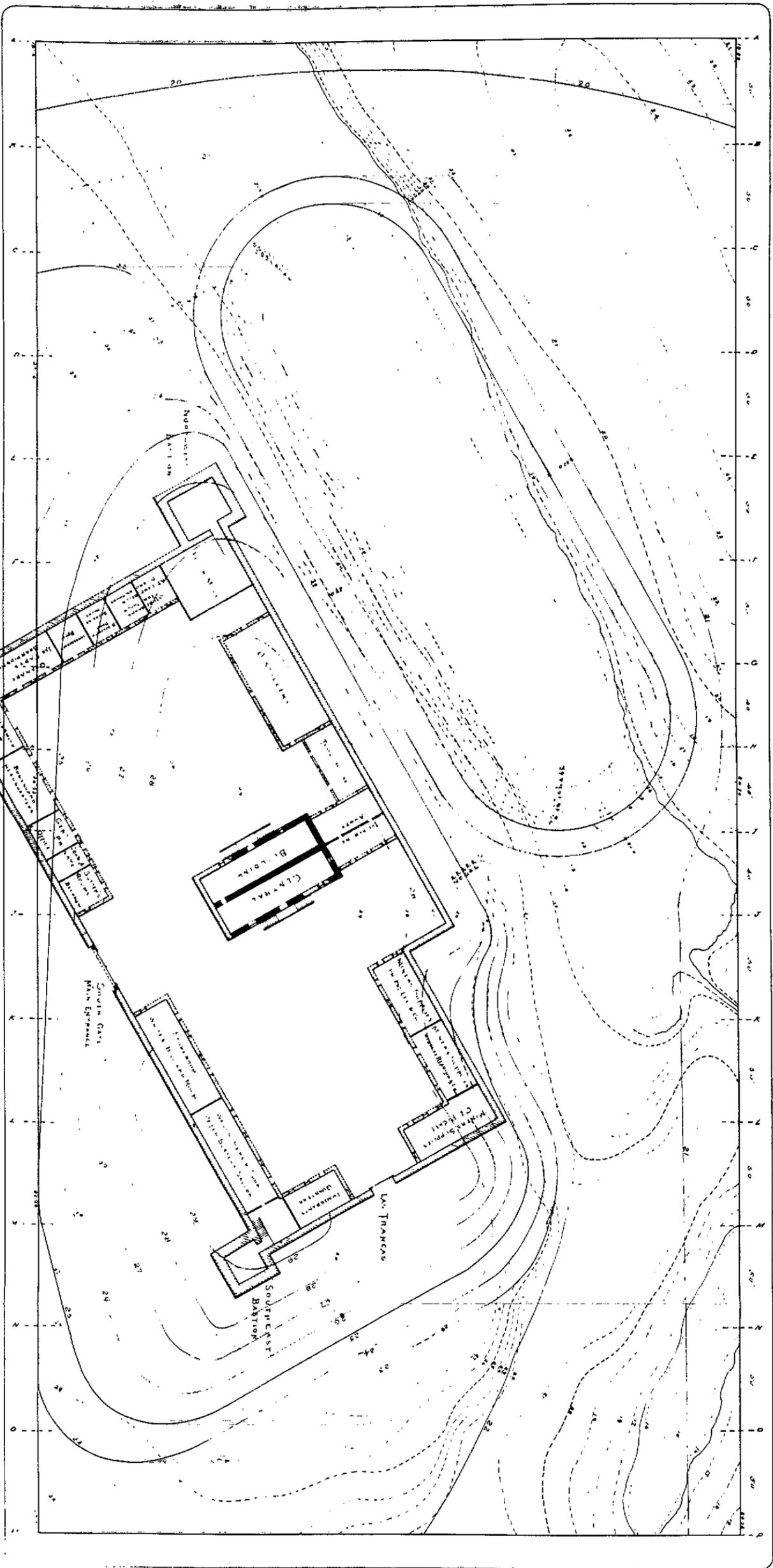
K Street

# SUTTER'S FORT

THE SITE OF

From Suttors by C.E. GRUNSKY  
Showing the required Grading

Sheet No. 1



NOTE  
 Present elevation of ground is indicated  
 by broken lines  
 Required elevation of ground is indicated  
 by full lines  
 All elevations are referred to City Base

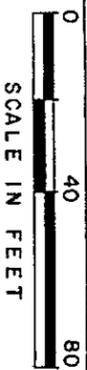
L Street

L Street

20 Street

28 Street

27 St



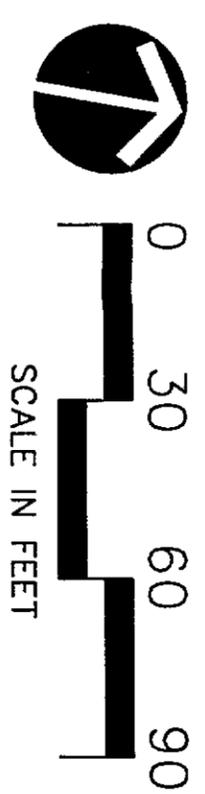
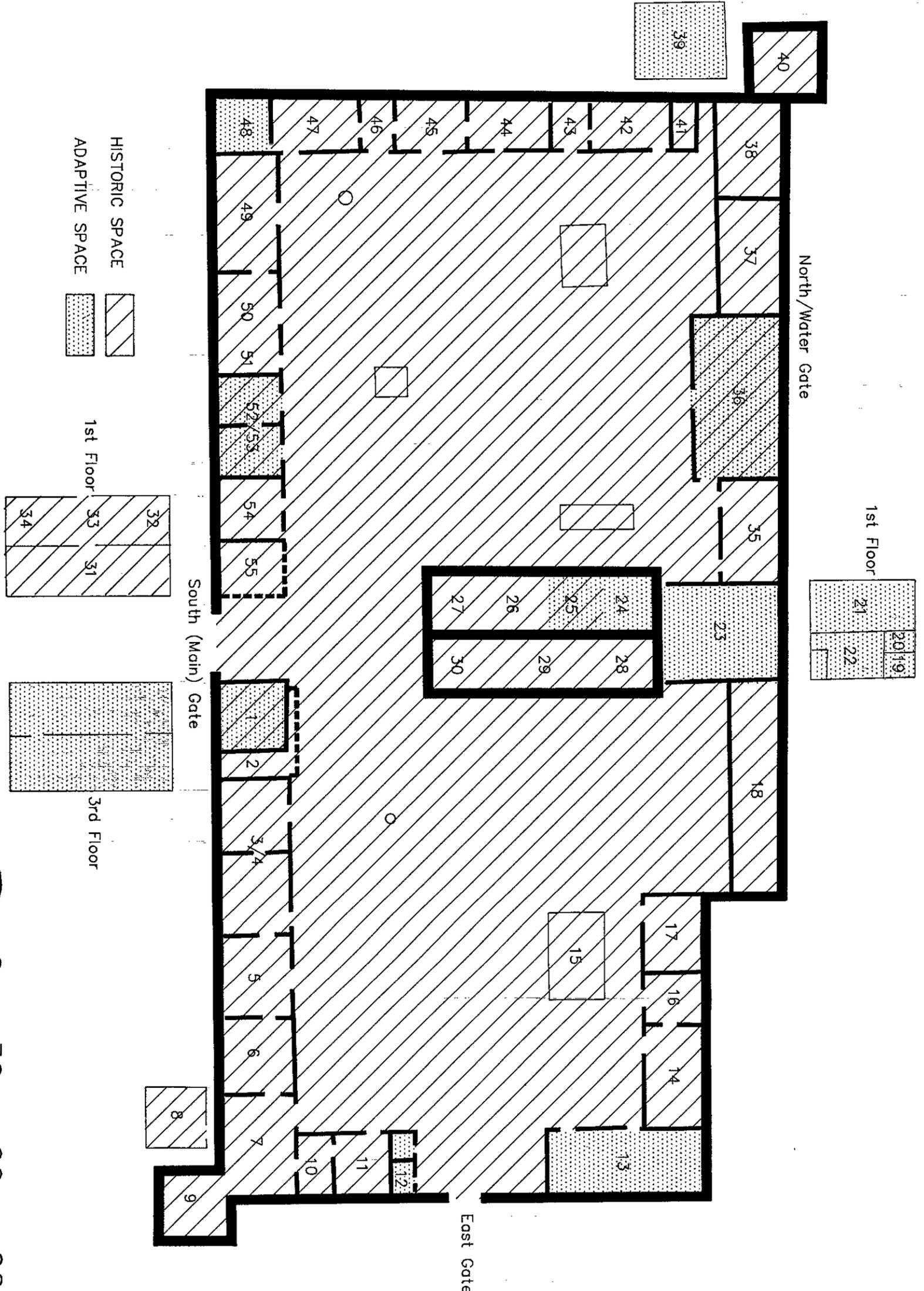
(C.E. GRUNSKY CIVIL ENGINEER)  
 (FEB. 5th 1892)

Grading Agency of California - 1000 City Drive

100001

DRAWING NO. MAP T 1	SUTTER'S FORT STATE HISTORIC PARK CULTURAL RESOURCES RECONSTRUCTION GRADING		RESOURCES AGENCY OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION		REVISIONS	DATE	DESIGNED J. KELLY
							DRAWN

- 1 Entrance Kiosk
- 2 Gun Platform
- 3/4 Orientation Room
- 5 Cooper's Shop
- 6 Leather Shop
- 7 Walk In Room
- 8 Jail
- 9 S. E. Bastion
- 10 E. L. P. Storage
- 11 Private Living Quarters
- 12 Restrooms
- 13 Park Administrative Office
- 14 Spinning & Weaving Room
- 15 Horno/Bakery Preparation Area
- 16 Bakery
- 17 Bakery Warehouse
- 18 Corral
- 1st Floor Kyburz Annex
- 19/22 Maintenance Room
- 20/21 Docent Room
- 2nd Floor Kyburz Annex
- 23 Curatorial Space
- 2nd Floor Central Building
- 24/25 Curatorial Space
- 26 Empty
- 27 Sutter's Office
- 28 Clerk's Office
- 29 Dining Room
- 30 Doctor's Office
- 1st Floor Central Building
- 31 Exhibit Preparation Area
- 32/33/34 Changing Exhibit Space
- 35 Kitchen
- 36 Pioneer Museum
- 37 Distillery
- 38 Corral
- 39 Docent Storage
- 40 N. W. Bastion
- 41 Grist Mill
- 42 Carpenter's Shop
- 43 Carpenter's Storage
- 44 Transient Craft Room
- 45 Vaqueros' Living Quarters
- 46 Bunk Room
- 47 Gunsmith Shop
- 48 Electrical Room
- 49 Blacksmith Shop
- 50 Candle Shop
- 51 Sutter's Bedroom
- 52/53 Docent Trade Store
- 54 Guard Room
- 55 Gun Platform



26th STREET

K STREET

27th STREET

L STREET

28th STREET

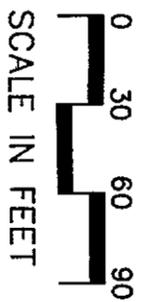
MUSEUM

NATURALIZED  
"WETLANDS" AREA

PROPOSED  
ENTRANCE

VEHICLE PARKING/TRASH  
MAINTENANCE BLDG.  
(GARDENERS COTTAGE)

MAINTENANCE  
VEHICLE ACCESS



DRAWING NO.  
24870

SHEET NO.  
1

SUTTER'S FORT STATE HISTORIC PARK  
FUTURE DEVELOPMENT  
USING THE EXISTING INDIAN MUSEUM

RESOURCES AGENCY OF CALIFORNIA  
DEPARTMENT OF PARKS AND RECREATION

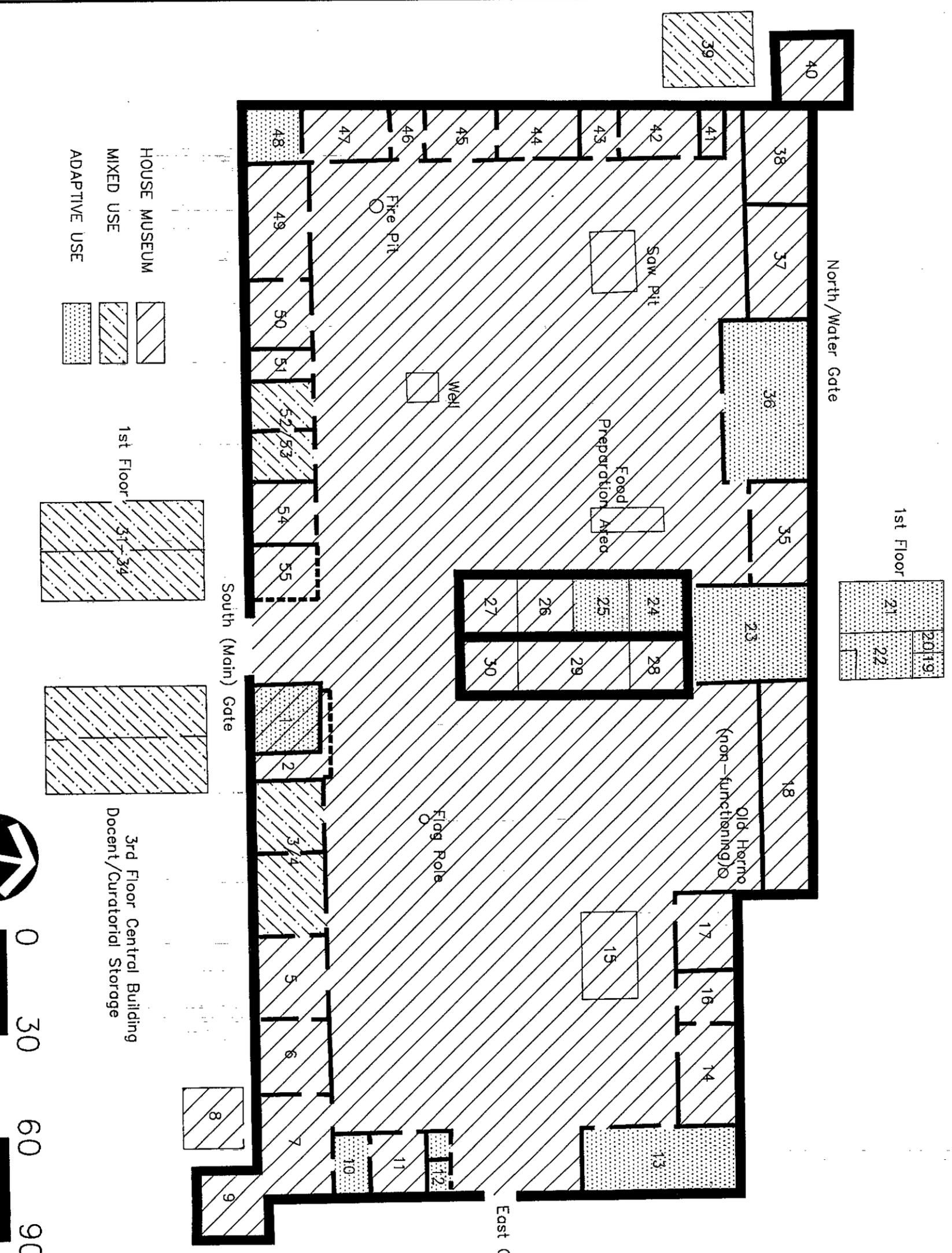
APPROVED \_\_\_\_\_ DATE \_\_\_\_\_

REVISIONS

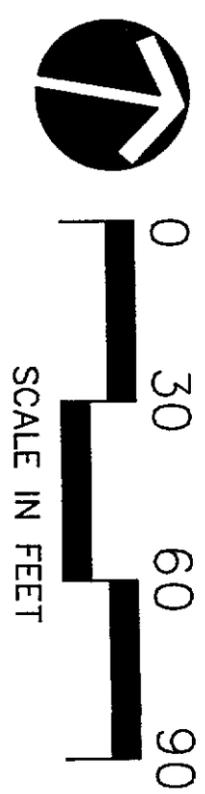
DATE

DESIGNED  
T. WINTER

DRAWN  
V. FOSTER  
C. ASHLOCK  
CHECKED



- 1 Entrance Kiosk
- 2 Gun Platform
- 3/4 Orientation Room
- 5 Cooper's Shop
- 6 Leather Shop
- 7 Walk In Room
- 8 Jail
- 9 S. E. Bastion
- 10 E. L. P. Storage
- 11 Private Living Quarters
- 12 Restrooms
- 13 Park Administrative Office
- 14 Spinning & Weaving Room
- 15 Horno/Bakery Preparation Area
- 16 Bakery
- 17 Bakery Warehouse
- 18 Corral
- 19/22 1st Floor Kyburz Annex Maintenance Room
- 20/21 Docent Room
- 22 2nd Floor Kyburz Annex Curatorial Space
- 23 2nd Floor Central Building Curatorial Space
- 24/25 Curatorial Space
- 26 Empty
- 27 Sutter's Office
- 28 Clerk's Office
- 29 Dining Room
- 30 Doctor's Office
- 31-34 1st Floor Central Building Maintenance Storage Space
- 35 Kitchen
- 36 Curatorial Space
- 37 Distillery
- 38 Corral
- 39 Docent Storage
- 40 N. W. Bastion
- 41 Grist Mill
- 42 Carpenter's Shop
- 43 Carpenter's Storage
- 44 Transient Craft Room
- 45 Vaqueros' Living Quarters
- 46 Bunk Room
- 47 Gunsmith Shop
- 48 Electrical Shop
- 49 Blacksmith Shop
- 50 Candle Shop
- 51 Sutter's Bedroom
- 52/53 Docent Trade Store
- 54 Guard Room
- 55 Gun Platform



SCALE IN FEET

DESIGNED  
E. HOOK  
DRAWN  
V. FOSTER 6/80  
CHECKED

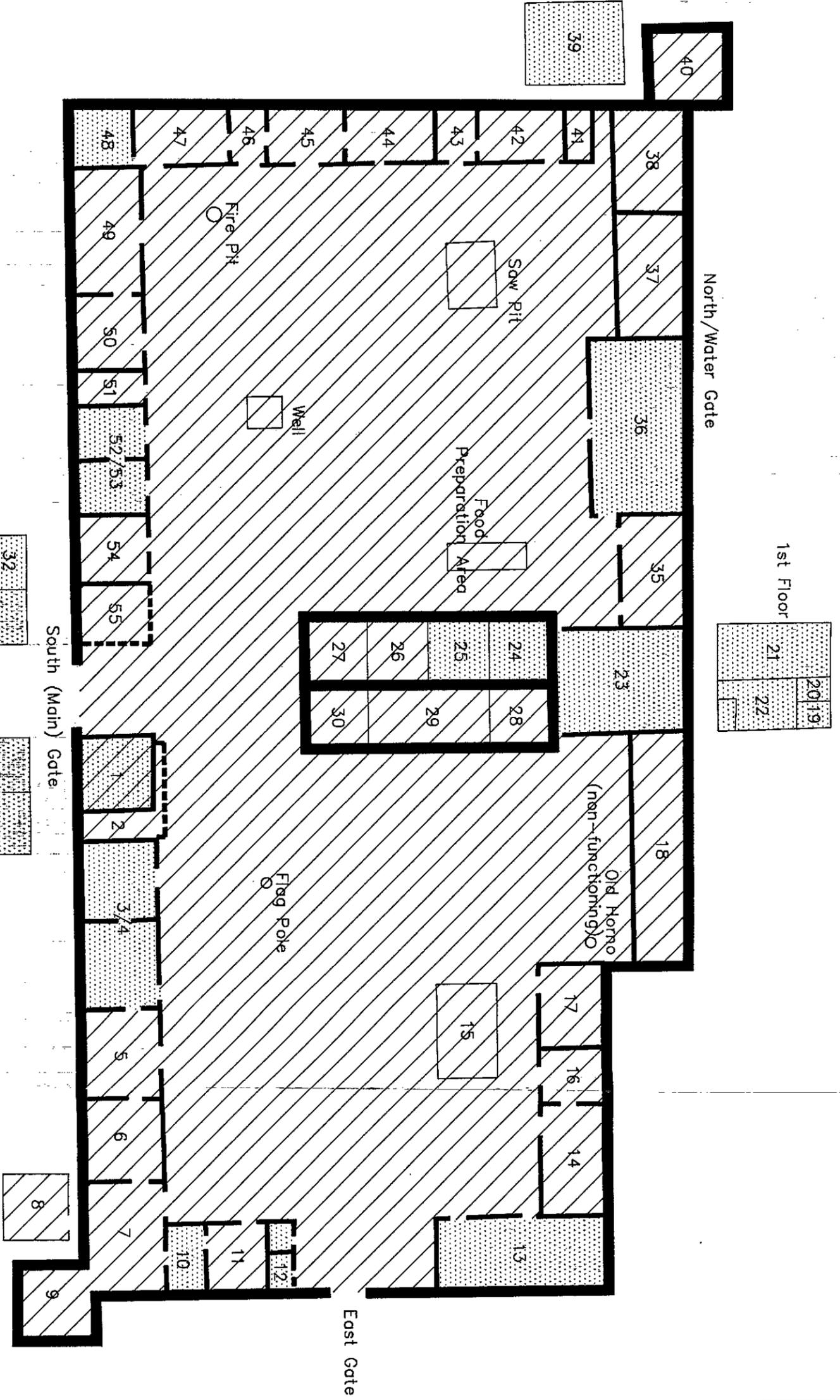
REVISIONS	DATE

RESOURCES AGENCY OF CALIFORNIA  
DEPARTMENT OF PARKS AND RECREATION  
APPROVED \_\_\_\_\_ DATE \_\_\_\_\_

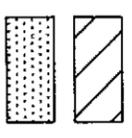
SUTTER'S FORT STATE HISTORIC PARK  
INTERPRETIVE FACILITIES MAP  
PRESENT INTERPRETIVE USES

DRAWING NO.  
**24878**  
SHEET NO.  
1 of 1

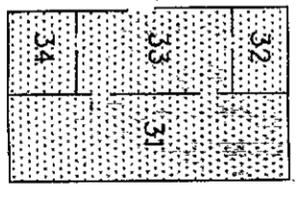
- 1 Entrance Kiosk
- 2 Gun Platform
- 3/4 Orientation Room
- 5 Cooper's Shop
- 6 Leather Shop
- 7 Walk In Room
- 8 Jail
- 9 S. E. Bastion
- 10 E. L. P. Storage
- 11 Private Living Quarters
- 12 Restrooms
- 13 Park Administrative Office
- 14 Spinning & Weaving Room
- 15 Horno/Bakery Preparation Area
- 16 Bakery
- 17 Bakery Warehouse
- 18 Corral
- 1st Floor Kyburz Annex
- 19/22 Maintenance Room
- 20/21 Docent Room
- 2nd Floor Kyburz Annex
- 23 Curatorial Space
- 2nd Floor Central Building
- 24/25 Curatorial Space
- 26 Empty
- 27 Sutter's Office
- 28 Clerk's Office
- 29 Dining Room
- 30 Doctor's Office
- 1st Floor Central Building
- 31 Exhibit Preparation Area
- 32/33/34 Changing Exhibit Space
- 35 Kitchen
- 36 Pioneer Museum
- 37 Distillery
- 38 Corrid
- 39 Docent Storage
- 40 N. W. Bastion
- 41 Grist Mill
- 42 Carpenter's Shop
- 43 Carpenter's Storage
- 44 Transient Craft Room
- 45 Vaqueros' Living Quarters
- 46 Bunk Room
- 47 Gunsmith Shop
- 48 Electrical Shop
- 49 Blacksmith Shop
- 50 Candle Shop
- 51 Sutter's Bedroom
- 52/53 Docent Trade Store
- 54 Guard Room
- 55 Gun Platform



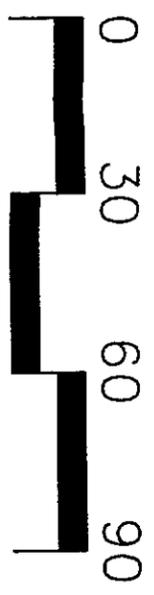
HOUSE MUSEUM  
ADAPTIVE USE



1st Floor



3rd Floor Central Building  
Docent/Curatorial Storage



SCALE IN FEET

- 1 Guard Room
- 2 Gun Platform
- 3/4 Grain & Seed Storage (House Museum)
- 5 Cooper's Shop
- 6 Leather Shop
- 7 Walk In Room
- 8 Jail
- 9 S. E. Bastion
- 10 E. L. P. Storage
- 11 Private Living Quarters
- 12 Restrooms
- 13 Staff/Docent Offices/Library
- 14 Spinning & Weaving Room
- 15 Horno/Bakery Preparation Area
- 16 Bakery
- 17 Bakery Warehouse
- 18 Animal Area/Wood Pile
- 19/22 Maintenance Room
- 20/21 Docent Room
- 22 2nd Floor Kyburz Annex
- 23 Curatorial Space
- 24 Curatorial Building
- 25 Curatorial Space/Sutter's Private Office
- 26 Sutter's Parlor
- 27 Sutter's Bedroom
- 28 Clerk's Office
- 29 Dining Room
- 30 Apothecary/Doctor's Office
- 1st Floor Central Building
- 31-34 General Storage (House Museum)
- 35 Kitchen
- 36 Distillery
- 37/38 Large Wood Pile
- 39 Docent Storage
- 40 N. W. Bastion
- 41 Grist Mill
- 42 Carpenter's Shop
- 43 Private Living Quarters
- 44 Blacksmith Shop
- 45 Vaqueros' Living Quarters
- 46 Bunk Room
- 47 Gunsmith Shop
- 48 Electrical Room
- 49 Candle Shop
- 50 Candle Shop Storage (House Museum)
- 51 Private Living Quarters (House Museum)
- 52 Private Living Quarters \*
- 53 Private Living Quarters \*
- 54 Sutter's Public Office \*
- 55 Gun Platform (roof) Guard Room (below)

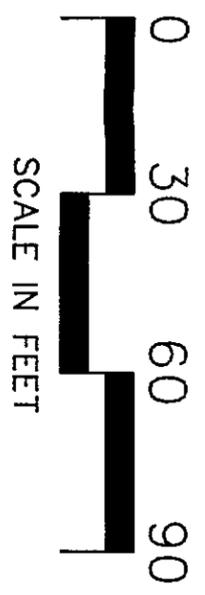
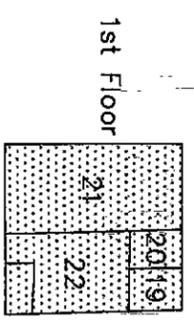
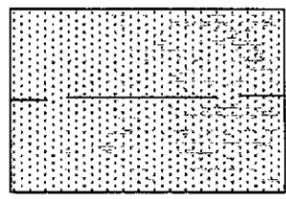
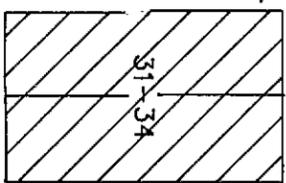
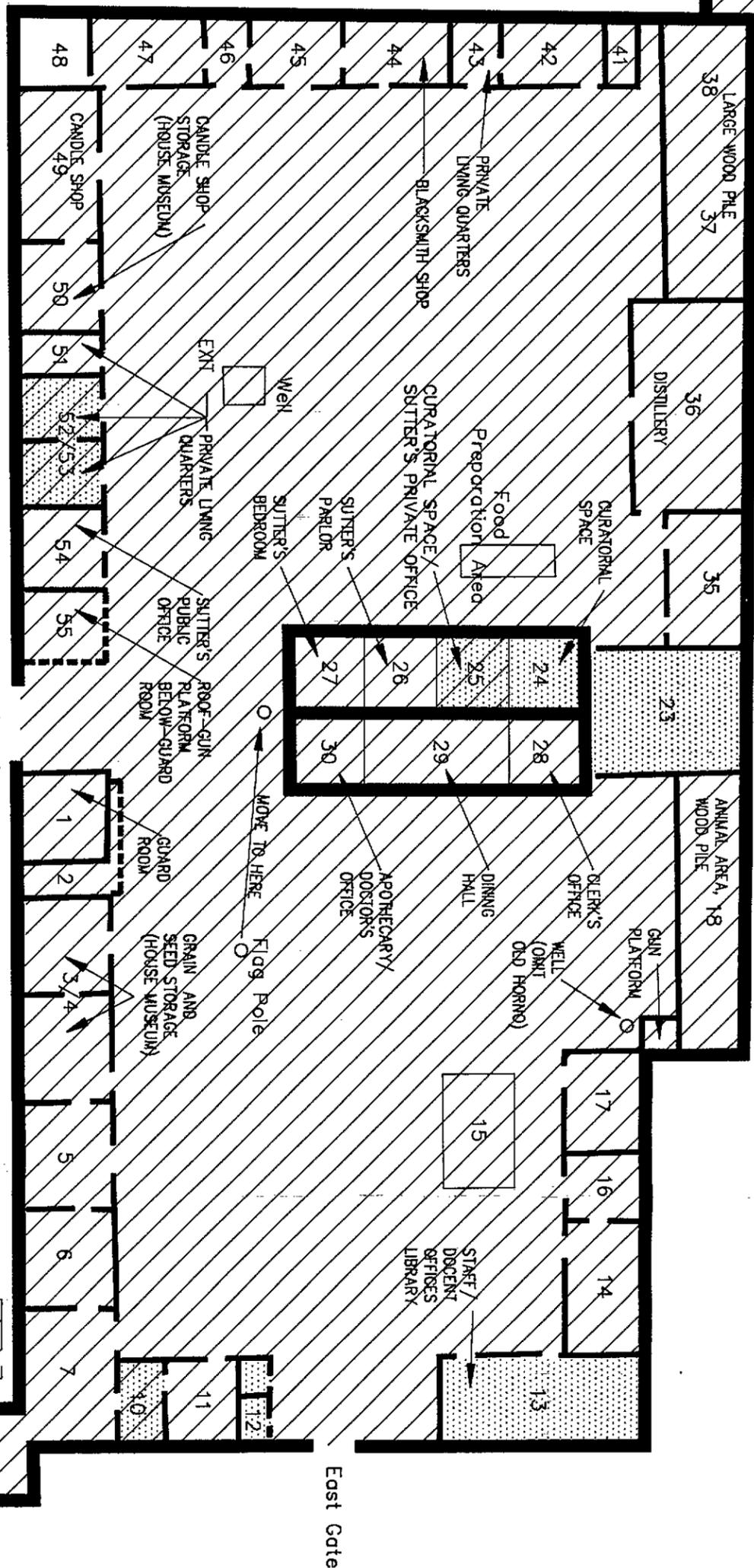


**NOTES:**

RM. 10  
RM. 52/53  
RM. 39

**Courtyards:**

- Retain as E.L.P. use. If no longer used by E.L.P. return to use as Private Living Quarters.
- Retain as Trade Store. If Trade Store closed, return to use as Private Living Quarters.
- Retain as Docent Storage. If Storage is no longer needed, return to use as Jail.
- This room should be considered for return to use as a house museum room. Further research is needed.
- If Visitor Center is developed
- Temporary fire areas can be placed on ground, with Staff approval.
- Sheds and small buildings: i.e. Cobbler's Shop, Meat Storage, Blanket Factory, etc., shall be placed and constructed as found through research and archeological investigations.



SUTTER'S FORT GENERAL PLAN  
FINAL ENVIRONMENTAL IMPACT STATEMENT

## **FINAL ENVIRONMENTAL IMPACT REPORT FOR SUTTER'S FORT STATE HISTORIC PARK**

The preliminary general plan/draft EIR along with the comments received and the Department's responses to the comments comprise the final EIR for this plans.

### **CEQA COMMENTS AND RESPONSES**

The preliminary general plan/draft environmental impact report for Sutter's Fort State Historic Parks was circulated for a 45-day public review, from November 3, 1989 to December 18, 1989. General plans were sent directly to individuals, organizations, and the following public agencies:

- State Clearinghouse (10 copies)
- Native American Heritage Commission
- State Senate, Senator Leroy F. Greene
- State Assembly, Assemblyman Lloyd G. Connelly
- City of Sacramento, Department of Planning and Development
- Sacramento Housing and Redevelopment Agency

Legal notice (reproduced on the following page) was published in the Sacramento Bee newspaper.

Letters of comment were received during the public review period from the City of Sacramento, the California Regional Water Quality Control Board, Central Valley Region, and Marilyn Wolf. These letters and the Department's responses to them are reproduced in the pages that follow.

NOTICE OF AVAILABILITY  
PRELIMINARY GENERAL PLAN/DRAFT ENVIRONMENTAL IMPACT REPORT  
SUTTER'S FORT STATE HISTORIC PARK

The California Department of Parks and Recreation has prepared a preliminary general plan/environmental impact report for Sutter's Fort State Historic Park in the City of Sacramento.

Copies of the document are available for review at the following public libraries and California Department of Parks and Recreation offices:

Libraries

Sacramento Public Library, McKinley Branch  
601 Alhambra Blvd., Sacramento  
Hours: various, Tue-Sat (call 442-0598)

State Library, Government Publications Office  
914 Capitol Mall, Sacramento  
Hours: Mon-Fri, 8-5

California Department of Park and Recreation Offices

Sutter's Fort State Historic Park  
2701 "L" Street, Sacramento  
Hours: Daily, 10-5

Sacramento District Office  
111 "I" Street, Sacramento  
Hours: Mon-Fri, 8-5

Inland Region Headquarters  
730 S. Beckman Road, #A, Lodi  
Hours: Mon-Fri, 8-5

Comments on the preliminary general plan/EIR should be sent to James M. Doyle, Supervisor, Environmental Review Section, Department of Parks and Recreation, P.O. Box 942896, Sacramento, CA 94296-0001 no later than DEC 18 1989. Please call (916) 324-6419 for additional information.

## COMMENTS AND RESPONSES

## OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET  
SACRAMENTO, CA 95814

December 18, 1989

James M. Doyle  
Calif. Dept. of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

Subject: General Plan for Sutter's Fort State Historic Park and Indian Museum  
Calif. Dept. of Parks and Recreation. SCH#87120722

Dear Mr. Doyle:

The State Clearinghouse submitted the above named environmental document to selected state agencies for review. The review period is closed and none of the state agencies have comments. This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act.

Please call John Keene at (916) 445-0613 if you have any questions regarding the environmental review process. When contacting the Clearinghouse in this matter, please use the eight-digit State Clearinghouse number so that we may respond promptly.

Sincerely,

A handwritten signature in black ink, appearing to read "David C. Nunenkamp".

David C. Nunenkamp  
Deputy Director, Permit Assistance

RECEIVED

DEC 19 1989



DEPARTMENT OF  
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO  
CALIFORNIA

1211 STREET  
ROOM 200  
SACRAMENTO, CA  
95814-2998

BUILDING INSPECTIONS  
916-495-5716

PLANNING  
916-495-5014

December 15, 1989

Mr. James Doyle Supervisor  
Environmental Review Section  
California Department of Parks and Recreation  
P.O. Box 942896  
Sacramento, CA 94296-0001

RE: PRELIMINARY GENERAL PLAN/DRAFT EIR  
SUTTER'S FORT STATE HISTORIC PARK  
STATE CLEARINGHOUSE #87120722

Dear Mr. Doyle:

The City of Sacramento Environmental Services Division has reviewed the above document and offers the following comments.

I The Environmental Impact Element discusses the impact of the plan on the park itself, however, there is no discussion of the project on the surrounding area. The proposed project could have significant impacts on the surrounding area. The following issues must be addressed:

- A. regional and local air quality,
- B. local traffic and circulation,
- C. noise, and
- D. public services such as fire and police protection.

The extent of these impacts would depend upon the anticipated increase in visitors per year.

II Page 26, item b of the policies regarding an annual program of restoration, preservation and maintenance of Sutter's Fort SHP discusses evaluation, maintenance, upgrading, and when feasible, concealment of fire and intrusion of alarm systems.

City Fire officials must be contacted to coordinate this program. The Fire Department has to know where to find fire suppression apparatus in an emergency.

- III Page 27 of the Esthetic Resources policy discusses working with the City of Sacramento to ensure that future construction surrounding the Park be maintained at a height low enough so that no new visual intrusions can be seen for the fort interior courtyard. The State Department of Parks and Recreation is on our standard mailing list. When projects occur in the vicinity of the park, State Parks will be contacted.
- IV. Pages 37 to 40 of the discussion of carrying capacity of the park does not identify whether the ultimate carrying capacity is an increase over the current number of yearly visitors to the park. If the figure is an increase, the following must be addressed:
- A. the extent of increase,
  - B. anticipated time frame to achieve the ultimate carrying capacity,
  - C. proposed arrangements for additional parking since there is no on-site parking at the present time.
- V Page 58 of the Immediate Interpretive Recommendations encourages tour guide companies to provide tour packages based on the theme of Sutter's Fort, which would include various sites in Sacramento and surrounding areas. Additional tour bus parking arrangements must be proposed and evaluated.
- VI Page 61 of the Summary of Existing Operations notes the various law enforcement agencies responsible for the park. Fire and Emergency Services must be cited.

Thank you for the opportunity to comment on your plan. If you have any question, please contact me at 449-2067.

Sincerely,

  
Susan Jeffery  
Associate Planner

SJ:s

B:STRSFRT.LTR

Memorandum

CALIFORNIA REGIONAL WATER QUALITY CONTROL BOARD • CENTRAL VALLEY REGION

3443 Routier Road  
Sacramento, California 95827-3098

Phone: (916) 361-5600  
ATSS: 8-495-5600

TO: JOHN KEENE  
State Clearing House

FROM: PETER HAASE  
Area Engineer

DATE: 13 November 1989

SIGNATURE: Peter Haase

SUBJECT: GENERAL PLAN FOR SUTTER'S FORT STATE HISTORICAL PARK AND  
INDIAN MUSEUM, SACRAMENTO COUNTY (SCH#87120722)

This is to acknowledge that the Regional Board has received the above cited document. I have completed my review and have no comments at this time.

If you have any questions regarding this matter, please contact me at (916) 361-5624.

PHH

/cc- Mr. James M. Doyle, Calif. Dept. of Parks and Recreation, Sacramento

RECEIVED

NOV 14 1989

RPD

5822 River Oak Way  
Jarmichael, CA 95803  
21 November 1989

Sutter's Fort General Plan  
c/o Lead Manager  
Sutter's Fort  
2701 L Street  
Sacramento, CA 95816

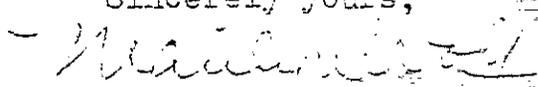
I was one of those on the General Plan mailing list who read the proposals for rehabilitating the fort. (The proposals were on file at McKinley Branch Library.)

I found the proposals for redoing the fort well thought out. I especially liked the policies listed on pages 22-31 aimed at restoring the fort to its 19th Century environment. The summaries on pages 56-59 were useful to the reader, also. The references to the presence of many ethnic and national groups (Hawaiians, Indians, Blacks, etc.) at the 19th Century fort were very important. This is a point which needs development and should draw a more varied mix of visitors than perhaps now come to the site. I like the emphasis on improving the overall view of the fort (the impression you have at first sight). This will become increasingly important as Sacramento becomes more crowded.

I believe carrying out these proposals will depend on large amounts of private funding secured by a well organized group of fund raisers. The time frame to fulfill this restoration work seems rather draw out. In ten years the most active era of the fort will be removed another century away in popular thinking. That may take the edge off the need to get things done there. Choose the most important goals and get them done sooner!

Very best wishes to all who will work on this project.

Sincerely yours,

  
Marilyn Wolf

## RESPONSE TO COMMENTS

### CITY OF SACRAMENTO

1. (pp 69-79, EIE) There is no discussion of project impacts on the surrounding area.

Response: The Initial Study (Preliminary General Plan, Appendix 1) found no project impacts on the surrounding area. The general plan calls for no new construction, and visitation to the Fort has been falling in recent years (see discussion that follows). A section on parking has been added to the Final Environmental Impact Element (see below) because parking has become a problem in the Fort's neighborhood due to an increase in demand for parking. The Fort, however, has not been the cause of this increase.

2. (p. 27) City police and fire officials must be made aware of any new fire and intrusion alarm systems at the fort.

Response: This is standard procedure and is done as a matter of course.

3. (p. 27) DPR is on the city's mailing list for projects near the fort.

Response: No response necessary.

4. (pp 37-40) (a) The discussion of carrying capacity does not say if the maximum carrying capacity represents an increase over the current number of yearly visitors. (b) If it does, predict when carrying capacity will occur and discuss proposed parking arrangements.

Response.

(a) Estimated visitor use of the park outside the Fort has averaged 79,500 during the last nine years, slightly below the recommended carrying capacity of 81,000 to 135,000 per year. Over the same time visitor use in the Fort has averaged 239,000 people per year, while the carrying capacity recommended in the general plan is 270,000 to 450,000 per year.

b) No visitor use projections have been made for Sutter's Fort. The trend for visitation has been downward, from a high of 258,000 in FY 1983/84 to a low of 221,000 in FY 1988/89. The cause for this decline has not been analyzed. At this time, there are no plans for additional parking (see the discussion of parking following these responses).

5. (p. 58) The general plan recommends that tour companies provide tour of Sacramento's historic sites, including Sutter's Fort. Additional bus parking arrangements must be proposed.

Response: There are currently three to five bus parking spaces at Sutter's Fort along K and L streets. These spaces easily meet the existing demand, as there are seldom more than two or three busloads of visitors at the Fort at a time. In the future, carrying capacity of the unit for tours will be limited by the availability of bus parking (i.e., no more tours will be scheduled than there are spaces for buses).

5. (p. 51) Add Fire and Emergency Services to the list of law enforcement agencies responsible for the park.

Response: Sutter's Fort SHP may call on those emergency services provided everywhere in Sacramento.

CALIFORNIA REGIONAL WATER QUALITY BOARD, CENTRAL VALLEY REGION

No response needed.

MARILYN WOLF

No response needed.

FIGURE 1- ANNUAL ATTENDANCE, SUTTER'S FORT SHP  
FY 1980/81 to FY 1988/89

(FORT ONLY - GROUNDS NOT COUNTED)

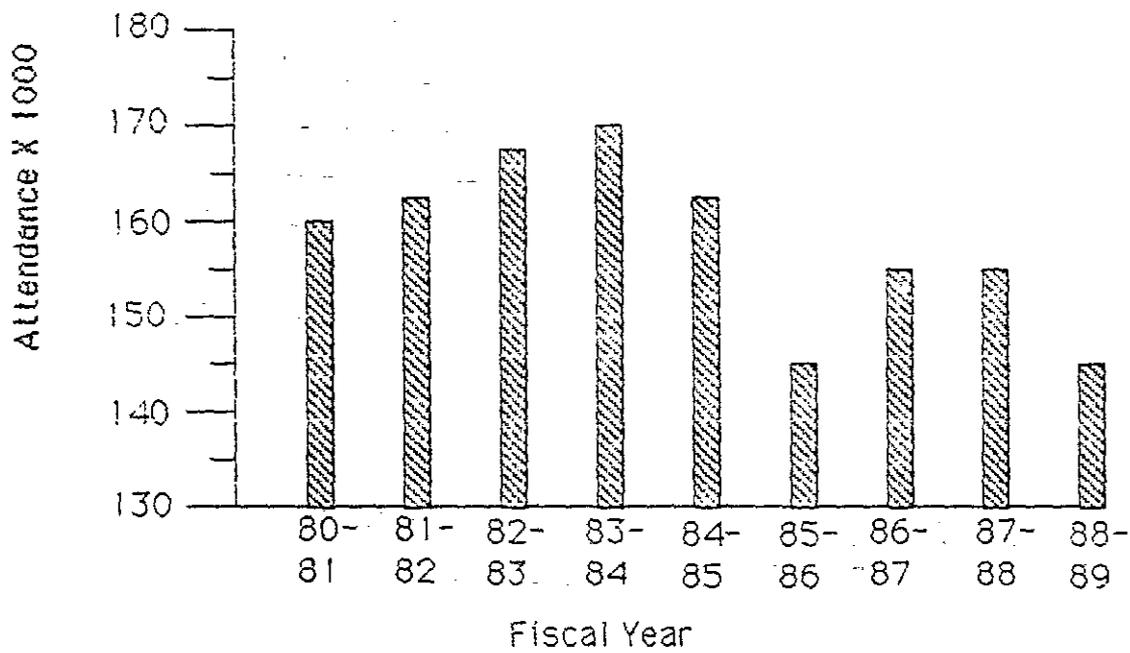
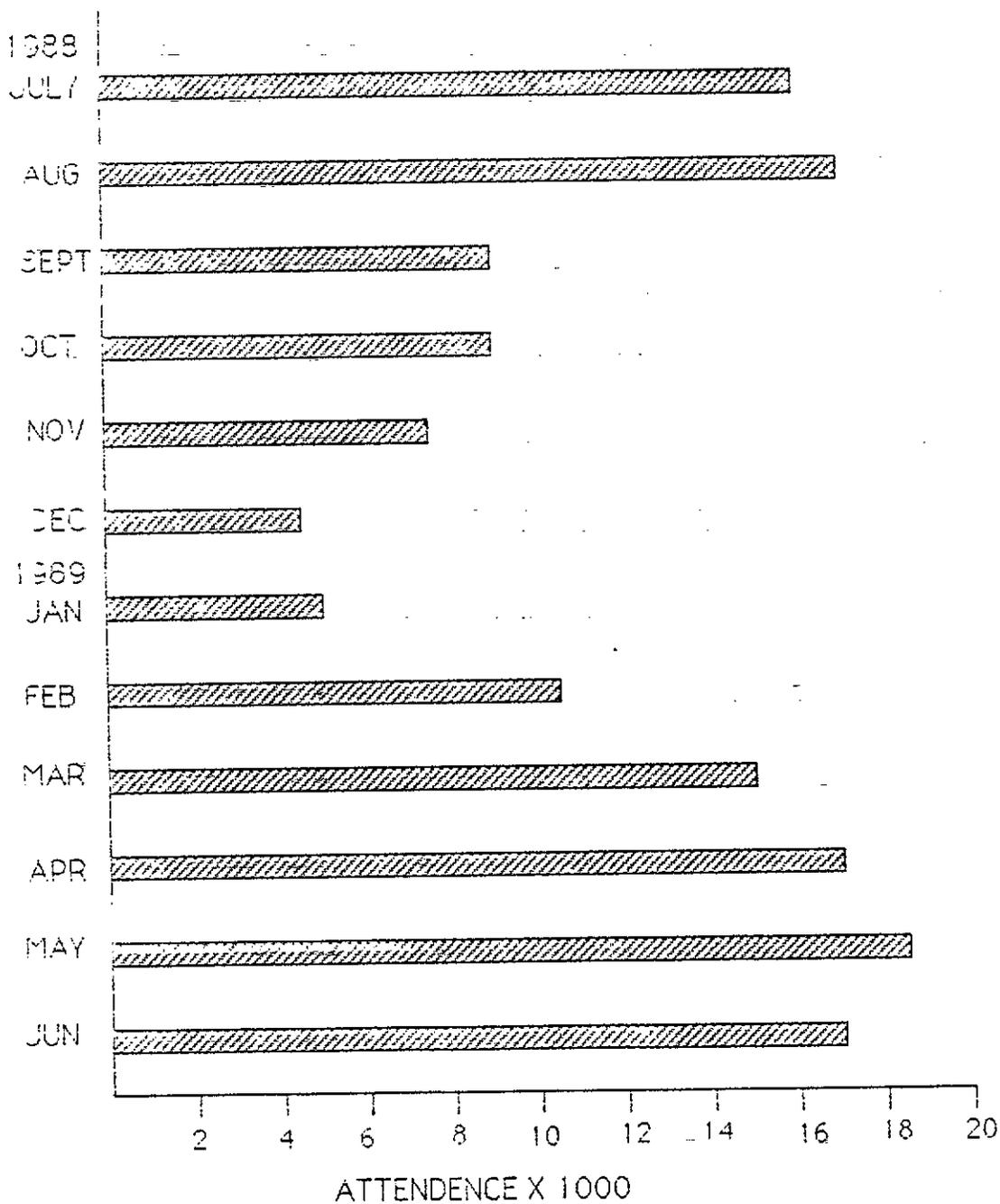


FIGURE 2. ATTENDANCE, SUTTER'S FORT SHP, FY 1988/89  
(FORT ONLY - DOES NOT INCLUDE GROUNDS)



**ATTENDANCE SUMMARY, SUTTER'S FORT, FY 1988-89**  
 (Fort only - Grounds not counted <sup>1</sup>)

	<u>MAY, 1989</u> (MONTH OF MAX. ATTENDANCE)	<u>DEC., 1988</u> (MONTH OF MIN. ATTENDANCE)	<u>AUGUST, 1988</u> (SUMMER MONTH OF MAX. ATTEND.)
AVERAGE WEEKDAY ATTENDANCE	605	157	517
AVERAGE SAT/SUN/ HOLIDAY ATTENDANCE	551	143 (*)	644
MAXIMUM DAILY ATTENDANCE	1001 (Thurs 5/4)	319 (Thurs 12/8)	779 (Sat 8/6)
NUMBER OF GROUPS	113	33	6

\* Count does not include two closed days

1 The grounds serve as a neighborhood park for local office workers and residents. They are also used as a staging and rest area for groups visiting the Fort and the Indian Museum. The grounds may extend the length of visits to the Fort, but few people drive there just to visit the grounds.

## PARKING AT SUTTER'S FORT STATE HISTORIC PARK

### Off-Street Parking Supply

There is no parking provided for staff or visitors at Sutter's Fort State Historic Park. The only nearby parking available to the public is at the Sutter General Hospital parking structure. This structure is located under the freeway in the block bounded by K, L, 29th, and 30th streets. This structure contains approximately 775 parking spaces and accommodates staff and visitors to the hospital with the extra spaces available to the public. Some of these spaces are leased monthly. The current parking rate is 50 cents/hour up to \$3.50/day. In February the rate will increase an undetermined amount, but probably double these existing rates. For the occasional very large special event, such as the City's Sesquicentennial celebration, the structure was opened for public parking free of charge.

The hospital plans to convert the surface lot between L, Capitol, 29th, and 30th streets to a two-level structure in 1990. This will cause a temporary loss of about 350 spaces now used by hospital staff. When finished, however, it will accommodate all the Sutter Corporation's hospital and administration staff parking demand, freeing the existing structure for more public use.

The two-level Galleria parking garage, located between I, J, 29th and 30th streets, serves the businesses in the Galleria building. It is used by people on multi-destination stops that include Sutter's Fort.

### Curbside Parking Supply

There are 64 metered curbside auto parking spaces along the four sides of Sutter's Fort SHP. The meters are 25 cents per half hour, quarters only, with a four hour limit. Installation of the quarters-only meters has imposed on park staff the new and onerous burden of supplying the parking public with quarters.

A survey of spaces made January 3, 1990, between 9:30 am and 4:30 pm found average vacancy rates of 59% for auto spaces. This probably represents the low end of space utilization for days the unit is in operation.

There is free bus parking space for two-to-three school or tour buses on L Street and one-to-two buses on K Street. RT bus routes passing within two blocks of the unit are 30, 31, 32, 34, 67, and 68.

### Long-Term Parking Demand

An average 8-to-10 employees report for work at Sutter's Fort on weekdays, while the number on weekends is 6-to-8. These employees generally drive to work and park on unmetered city streets. Volunteers and docents report to the unit on special events days. On Craft Demonstration Days - 6 Saturdays between January 20 and October 20 - about 30 volunteers participate. On Living History Days - 5 Saturdays and 2 Sundays between March 3 and November 18 - about 70 volunteers participate. Assuming one employee/vehicle and 1.5 volunteers/vehicle, the long-term parking demand is shown below:

#### Long-Term Parking Demand - Sutter's Fort SHP

<u>Weekday</u>	<u>Weekend/holiday</u>	<u>Weekend Special Events</u>
8-10 spaces	6-8 spaces	26-55 spaces

### Impact - Long-Term Parking

The long-term parking demand from Sutter's Fort is not expected to increase.

### Short-Term Parking Demand

Assuming that there average 3.5 to 4 visitors/vehicle (Sutter's Fort attracts families), the average visitor spends one hour at the Fort, and that visitation is spread evenly over the 7 hours the Fort is open, the short-term private vehicle parking demand is shown below:

Short-Term Parking Demand for Private Vehicles - Sutter's Fort SHP  
(Buses not counted)

AUGUST, 1988

<u>Weekday</u>	<u>Weekend/Holiday</u>	<u>Weekend Special Events (*)</u>
22-25 spaces	23-26 spaces	Up to 150 spaces

MAY, 1989

7-8 spaces	20-22 spaces	Up to 115 spaces
------------	--------------	------------------

(\*) Assumes that visitation is much more concentrated.

Tours arriving by bus account for half the visitation on weekdays in May; this explains the low demand for parking spaces during that time.

Impact - Short-Term Parking

Short-term parking demand due to Sutter's Fort SHP is not expected to increase significantly over that experienced during the past ten years.