CALIFORNIA INDIAN HERITAGE CENTER

Preliminary General Plan & Draft Environmental Impact Report

State Clearinghouse No. 2010012024

May 2011

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Maidu Tray, ca. 1934

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Acronyms and Abbreviations

°F	degree Fahrenheit
AAQS	ambient air quality standard
AB	Assembly Bill
Accessibility Guidelines	*California State Accessibility Guidelines*
ADA	Americans with Disabilities Act
APE	Area of Potential Effect
ARB	California Air Resources Board
B.P.	Before Present
Basin Plan	Sacramento and San Joaquin River basins
BMP	Best Management Practices
CAA	Federal Clean Air Act
CAAA	California Federal Clean Air Act Amendments
CAC	California Administrative Code
CALGREEN	California Green Building Standards Code
Caltrans	California Department of Transportation
CCAA	California Clean Air Act
CCR	California Code of Regulations
Central Valley RWQCB	Central Valley Regional Water Quality Control Board
CEQA	California Environmental Quality Act
CESA	California Endangered Species Act
cfs	cubic feet per second
CH_4	methane
CHP	California Highway Patrol
CHTF	California Heritage Task Force
CIHC	California Indian Heritage Center
CIHCF	California Indian Heritage Center Foundation
CIRI	Cook Inlet Region, Inc.
CNDDB	California Natural Diversity Database
CNEL	Community Noise Equivalent Level
CNPS	California Native Plant Society
CO	carbon monoxide
CO_2	carbon dioxide
Commission	California Park and Recreation Commission
Concept Masterplan	*California Indian Heritage Center: Concept Masterplan*
COWS	City of West Sacramento
COWS CAG	City of West Sacramento Community Advisory Group
COWS General Plan	*City of West Sacramento General Pla*n

COWS Parks Plan	*City of West Sacramento Parks Master Plan*
CRHR	California Register of Historic Resources
CRSBBZ	Coast Range/Sierran Block Boundary Zone
CSPF	California State Parks Foundation
CSRM	California State Railroad Museum
CVFPB	Central Valley Flood Protection Board
CWA	Federal Clean Water Act
dBA	A-weighted decibels
DBW	California Department of Boating and Waterways
Delta	Sacramento–San Joaquin Delta
Developing Vision	*California Indian Heritage Center: Developing Vision*
DFG	California Department of Fish and Game
DTSC	California Department of Toxic Substance Control
DWR	California Department of Water Resources
ECA	Environmental Condition Assessment
EDD	Employment Development Department
EIP	Early Implementation Project
EIR	environmental impact report
EPA	Environmental Protection Agency
ESA	federal Endangered Species Act
FEMA	Federal Emergency Management Agency
FTA	Federal Transit Administration
GHG	greenhouse gas
GIS	geographic information system
GVGP	Great Valley Geomorphic Province
HUD	Housing and Urban Development
I-5	Interstate 5
I-80	Interstate 80
IMAP	Inventory, Monitoring, and Assessment Program
JPA	Joint Powers Agency
JTS	Former JTS Communities (Regatta at the Rivers)
LEED™	Leadership in Energy and Environmental Design
L_{eq}[h]	hourly equivalent noise level
L_{max}	maximum noise level
LOS	level of service
MBTA	Migratory Bird Treaty Act
mgd	million gallons per day
MOU	memorandum of understanding
msl	mean sea level
N_2O	nitrous oxide

NAAQS	national ambient air quality standards
NAHC	Native American Heritage Commission
NCCP/HCP	natural communities conservation plan/habitat conservation plan
NEF	Nature Education Facilities
NGVD	National Geodetic Vertical Datum
NGVD 29	National Geodetic Vertical Datum 1929
NMFS	National Marine Fisheries Service
NO_2	nitrogen dioxide
NOI	Notice of Intent
NO_X	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System Permit
NRHP	National Register of Historic Places
OHWM	Ordinary High Water Mark
OSSHP	Old Sacramento State Historic Park
PG&E	Pacific Gas and Electric Company
PM_{10}	respirable particulate matter
$PM_{2.5}$	fine particulate matter
PRC	California Public Resource Code
R1-A	Residential-One Family
Reclamation	U.S. Bureau of Reclamation
Riverfront Master Plan	*Sacramento Riverfront Master Plan*
ROG	reactive organic gases
RWQCB	Regional Water Quality Control Board
SAA	Streambed Alteration Agreement
SACOG	Sacramento Area Council of Governments
SAFCA	Sacramento Area Flood Control Agency
SB	Senate Bill
SHP	State Historic Park
SHPO	State Historic Preservation Officer
SIM	State Indian Museum
SIP	State Implementation Plan
SLC	California State Lands Commission
SO_2	sulfur dioxide
SR	State Route
State Parks	California State Parks
SVAB	Sacramento Valley Air Basin
SWPPP	Stormwater Pollution Prevention Plan
TAC	toxic air contaminants
U.S. 50	U.S. Highway 50
USACE	U.S. Army Corps of Engineers

USFWS	U.S. Fish and Wildlife Service
V/C	Volume to Capacity
VELB	valley elderberry longhorn beetle
VMT	vehicle miles traveled
WF	Waterfront Zone
WF/PD	Waterfront with a Planned Development
WHR	Wildlife Habitat Relationship
WSAFCA	West Sacramento Area Flood Control Agency
WSLIP	West Sacramento Levee Improvement Program
WTP	Water Treatment Plant
WUS	Waters of the United States
YNHP	Yolo Natural Heritage Program
YSAQMD	Yolo-Solano Air Quality Management District
Zone A	FEMA-defined flood zone (see footnote Chapter 2)
Zone A-99	FEMA-defined flood zone (see footnote Chapter 2)
Zone AE	FEMA-defined flood zone (see footnote Chapter 2)
Zone AR	FEMA-defined flood zone (see footnote Chapter 2)
Zone X	FEMA-defined flood zone (see footnote Chapter 2)

Glossary

alluvial plain
A relatively flat area formed adjacent to a river that periodically overflows, depositing sediments that build up and are eroded over time.

accretionary prism
A wedge of sedimentary material formed at the boundary of a downward thrusting tectonic plate.

amphimeadow
An outdoor amphitheater designed to complement the CIHC's natural setting, allow for outdoor seating and events, and constructed of informal, natural materials.

artist-in-residence
An artist who works and resides in facilities owned and managed by State Parks for a temporary, specified period of time.

biostimulatory substances
A substance that acts as a pollutant by increasing the metabolic activity of living organisms (such as algae or fungi) in an aquatic environment, leading to possible resource depletion (such as oxygen.

bollard lighting
A type of outdoor pedestrian lighting encased in a vertical post which typically does not exceed 3 to 4 feet in height.

borrow pit
An excavation dug to provide fill material for use in another location.

California Environmental Quality Act (CEQA)
A statute that requires state and local agencies to identify the significant environmental impacts of their actions, to avoid or mitigate those impacts, if feasible and to disclose to the public the reasons why a governmental agency approved a project if significant environmental effects are involved.

County Road 136
The official designation of the road which runs on top of the levee alongside and through the CIHC.

greenhouse gas (GHG) emissions
Atmospheric gases emitted by a variety of sources and exhibiting the potential to contribute to the greenhouse effect. Greenhouse gases include carbon dioxide, methane, nitrous oxide, among others.

Leadership in Energy and Environmental Design (LEED™)
A system administered by U.S. Green Building Council, which acts as a third-party to certify green building design.

live-work housing
A mixed-use building type that includes work and dwelling space in a single unit. Sometimes referred to as a "loft." Artist-in-residence units could be designed as live-work units.

Master Agreement
An agreement between the City of West Sacramento Redevelopment Agency and California State Parks that defines the transfer and disposition of the East Riverfront property.

masterplan
An overarching conceptual plan, typically combining text and graphics, and intended to guide the development of a project.

material culture
The concrete objects produced and used by a culture, including, for example, tools, buildings, clothing, and art. Material culture can either be artifacts (objects used in the past) or contemporary.

Memoranda of Understanding (MOU)
A formal agreement between parties (in this document, agencies or jurisdictions) delineating the terms and conditions of the provision of service.

multimodal transportation
The availability of multiple transportation options within a single transportation corridor. A typical example is a street that includes auto, transit, bicycle, and pedestrian routes in a single corridor.

riparian
Flora or fauna typically found along the shore or bank of a waterway, such as a river or stream.

ruderal
Vegetation growing on disturbed ground and typically growing in this type of habitat.

significance criteria
A quantitative or qualitative standard or threshold used to determine whether a project (as defined under CEQA) would have a substantial adverse effect on the environment.

Tribal Treasures

Tribal Treasures is a term derived from the input of native participants in the preparation of the Developing Vision document for the CIHC. It refers to objects (see "material culture" above) in the possession of State Parks that will be protected, preserved, and exhibited when appropriate. The term is comparable to the more standard professional museology term, "collections," but expands its meaning to include material culture that represents living, contemporary California Indian culture.

tule

One of several types of bulrushes native to California and used as a material by California Indians in a variety of items, including boats and buildings.

wetland delineation

A method used to establish the boundary between wetlands and uplands by examining vegetation, soils and hydrologic conditions at a site.

Artist’s rendering of the proposed pond restoration

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Artist’s rendering of the proposed pond restoration

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EXECUTIVE SUMMARY

0.1 PARK DESCRIPTION

The California Indian Heritage Center (CIHC) will be a new California State Park (State Park) located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River. The CIHC main facility and outdoor programs will be located at the 43-acre East Riverfront property, which is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off Lighthouse Drive. The 7.91-acre former JTS (Regatta at the Rivers) parcel located on the landside of the levee is north of Marina Way, and could be used for community and support facilities associated with the CIHC.

Indoor components of the CIHC will include extensive exhibit space, a library, tribal archives, Tribal Treasures (collections), storage space, curatorial space, offices, classrooms and event space, artist-in-residence space, a café, and a museum store. Outdoor program elements will encompass an amphimeadow, a restored pond, indigenous gardens, native game fields, outdoor interpretive exhibits, and demonstration areas. A trail network will provide access throughout the site, with connections to adjacent neighborhoods and the communities of West Sacramento and Sacramento. Parking, office space for public safety staff, and storage for maintenance equipment are provided on-site. The former JTS (Regatta at the Rivers) parcel could include community and ancillary service facilities, public meeting space, artist-in-residence units, surface parking, and a landscape buffer. More expansive outdoor programs associated with the CIHC could be held at the Northgate site located on the American River Parkway in the City of Sacramento at some time in the future.

The CIHC could be fully functional on the East Riverfront property and former JTS (Regatta at the Rivers) property. Establishment of the CIHC and implementation of the General Plan are not dependent on the acquisition of additional property. However, two adjacent parcels are included for planning purposes only since they may be added to the CIHC over time to provide opportunities for additional programming. There is not commitment to purchase these properties at this time. The 3.18-acre West Riverview, LLC (West Riverview), parcel, currently planted as an ornamental orchard, would remain undeveloped, but could provide additional entry space and contain an entry monument or art related to the CIHC. The 16.21-acre Cook Inlet Region, Inc. (CIRI) property would be left in a natural state but could provide opportunities for an expanded nature area with a trail network and interpretive elements. It could also provide opportunities for additional outdoor programming and habitat restoration.

The preferred alternative is envisioned to be implemented in four phases and represents the fully realized CIHC, reflecting the vision and goals of the many contributors to the development of this General Plan and previous planning efforts.

0.2 PURPOSE OF THE GENERAL PLAN/EIR

This General Plan/EIR provides a comprehensive framework to guide the development, ongoing management, and public use of the CIHC for the next 20 years or more. It offers a consistent vision for the future of the CIHC, and has been devised to support flexibility and accommodate change in its proposed approaches to potential management problems.

The General Plan also serves as a Program EIR, as defined in Section 15166 of the State CEQA guidelines, and will serve as a reference for future environmental documents that will provide more detailed information and analysis for site-specific developments and projects, as needed. The Program EIR analyzes and discloses the preferred alternative's effects on the environment, in accordance with Section 15168 of the State CEQA Guidelines, and discloses any significant and potentially significant effects that may result from the implementation of the General Plan.

0.3 RELATED PLANNING EFFORTS AND PUBLIC OUTREACH

Interagency input was obtained through agency scoping as part of the environmental review process and in-person meetings with members of the planning team. The following agencies and groups provided input: California Department of Transportation (Caltrans); City of West Sacramento (COWS) (including the Redevelopment Agency, Public Works, Community Development, and the City's Manager's office); California Department of Fish and Game (DFG); Yolo Natural Heritage Program (YNHP); U.S. Army Corps of Engineers (USACE); U.S. Fish and Wildlife Service (USFWS); National Marine Fisheries Service (NMFS); California Department of Water Resources (DWR); California State Lands Commission (SLC); Central Valley Flood Protection Board (CVFPB); California Department of Boating and Waterways (DBW).

The General Plan was developed in close coordination with the CIHC Core Advisors, which includes subject matter specialists largely represented by California Indian people appointed by California State Parks (State Parks), and the CIHC Task Force. Most of the Core Advisors have been involved with the CIHC project since its inception. They advise State Parks on key planning issues to ensure that California Indian values are reflected in all aspects of CIHC planning. Three focus meetings with the Core Advisors were held to solicit input on various phases of General Plan development, including the overall process, alternatives development, and refinement of the preferred alternative.

Stakeholder outreach included presentations to neighborhood groups at community meetings, presentations to COWS Chamber of Commerce, and meetings with local elected officials. A community liaison was specifically charged with reaching out to West Sacramento community stakeholders. In addition, the following stakeholder groups were involved with planning for the CIHC:

- **CIHC Task Force/CIHC Foundation**: The CIHC Task Force was formed under Senate Bill 2063 and later transitioned into the CIHC Foundation, a 501 (c)(3) non-profit public benefit corporation. The CIHC Foundation Board of Directors aids and advises State Parks on the

interpretation of the prehistory, history and culture of California Indian People and the care and conservation of the Tribal Treasures (collections) displayed, interpreted and stored at the CIHC. They also sponsor, publish, purchase, and distribute literature, illustrative materials and other items which will increase visitor understanding of and appreciation for California Indian heritage; acquire material, equipment and other items for use in the education and interpretive programs relative to California Indian heritage and the CIHC; and sponsor, support and assist docent and volunteer programs, seminars, lectures and other educational and interpretive programs and activities relative to the history and culture of California Indian People and the CIHC.

- **City of West Sacramento Community Advisory Group** (COWS CAG): appointed by State Parks and COWS, this group of advisors represents the concerns and opinions of the West Sacramento community. Four meetings were held with the COWS CAG in support of the General Plan prior to the public meetings described below.

- **Statewide Native American Community Stakeholders**: Because of the unique importance of the CIHC to the Native community, the General Plan process included focused outreach to California Indian tribes, with a series of three meetings held at the following locations, the Viejas Tribal Office, Alpine, California; Yocha Dehe Community Center Gathering Hall, Brooks, California; and the Potawot Health Village, Arcata, California.

Public outreach included a variety of methods: four public meetings; two Web pages (a CIHC Web page and a CIHC General Plan Web page); and periodic mailing materials, including e-mails, postcards, flyers, and newsletters. In addition, articles about the CIHC and the General Plan process were featured in local newspapers, including the West Sacramento *News-Ledger* and the *East Sacramento News*. Public notices of the scoping meeting were placed in the *News-Ledger* (January 20, 2010), the *West Sacramento Press* (January 20, 2010), and the *Sacramento Bee* (January 16, 2010).

0.4 PARK VISION

A vision statement was developed as part of a prior planning process resulting in a document entitled, *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The park vision describes the future desired outcome of the CIHC, expressing what the CIHC represents and its role in as a state park. The following CIHC vision was adopted in January 2004:

Under the guidance of California Indian people, the California Indian Heritage Center will:

- Present a statewide perspective on California's diverse Indian cultural legacy.

- Honor the contributions of California Indians and promote dialogue between generations.

- Enhance public understanding of traditional spiritual beliefs and practices.

- Protect California Indian cultural resources.
- Collect and present traditional and contemporary California Indian artistic and cultural expressions.
- Partner with tribal communities and regional cultural centers and museums.
- Provide educational opportunities to research and understand California's Indian history, cultures and the impact of contemporary issues.
- Be recognized as a culturally essential California destination that enriches public life.

In addition, CIHC Advisory Group members devised a set of guiding principles during public workshops held in 2006. The principles build on the CIHC Vision Statement and directed the development of the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008). Associated masterplanning principles include:

- Create a place that represents and celebrates all California Indian Cultures, while remaining *nameless*, *faceless* and *neutral*.
- Honor and respect local tribal protocols and traditions for welcoming other tribes.
- Build a Center on the premises of *Healing the Land*, demonstrating traditional values for land stewardship and environmental consciousness.
- Encourage understanding of Indian values through site design, reinforcing the message of California Indian Culture as a *Living Culture*. Inject California Indian values in all aspects of site development.
- Develop the site and facilities with a natural character, using natural materials and a light footprint on the land.
- Embrace the river and the seasons.
- Enable site flexibility, allowing different event formats.
- Provide integrated indoor and outdoor spaces to facilitate transfer of culture, education and preservation of traditions.
- Provide safe and comfortable spaces for all visitors, emphasizing easy pedestrian circulation.
- Create a Center that is a "good neighbor" through community engagement.

0.5 ISSUES AND OPPORTUNITIES

As a result of earlier planning efforts, including the visioning and masterplanning process, and the extensive public outreach to agencies and advisory groups, the California Indian community, and stakeholders, a number of issues and opportunities emerged that are summarized in this section.

California Indian goals and concerns were covered extensively in the Developing Vision noted above. Issues raised in the visioning process were reiterated during the Core Advisor meetings on behalf of the General Plan. Recurrent themes included:

- Proximity and access to the Sacramento River, and inclusion of the river in interpretive programming.
- Restoration of the site, which was previously developed with commercial uses, with remnants still visible in the form of a scarred landscape, scattered debris, and excavation of the large on-site pond.
- The value of a venue with which to tell the California Indian cultural and historical experience through Native voices which historically have been marginalized and underrepresented.

The public outreach process provided an opportunity for expression of the concerns and interests of residents and stakeholders.

- The potential for traffic congestion on local roadways if the site were developed at the level defined in a market analysis carried out in 2007.
- The effect of light and noise spillover from traffic on the East Riverfront property, particularly visitors using the levee road to access the facilities.
- The potential use of 4th Street (a residential street) as the main entrance.
- On-site safety and security, as well as potential security impacts on the local neighborhood.
- Visitor demand that exceeds on-site parking capacity, causing visitors to park on nearby residential streets.

Concerns raised during Core Advisor, stakeholder, and interagency meetings focused on operations and regulatory issues, including the following issues.

- River hydrology and its effect on the site and facilities, including flooding, changing water levels in the pond, and site maintenance.

- The possible presence of cultural or historical resources, including California Indian sacred sites.
- Reconstruction and permitting of the levee to accommodate utilities, access roadways, and the main facility.
- The possible presence of special-status species including State and/or federally listed species known to or likely to inhabit the property.

0.6 SUMMARY OF THE GENERAL PLAN/EIR

The General Plan establishes a long-range purpose and vision for the CIHC. Specific management zones described in the plan help clarify management intent and desired visitor experiences for the various elements of the CIHC. Goals and guidelines provide guidance on how to achieve the purpose, vision, and management intent. The goals and guidelines address current issues while providing a foundation for resource protection, development, and interpretation of the park and provide a framework for subsequent development and management plans.

The CIHC is proposed to be constructed in four phases to be implemented over approximately 15 to 20 years. The phases address enhancements that could be achieved if adjacent properties were acquired. Acquisition of these properties could facilitate the preservation and restoration of valuable habitat, promote regional trail connections, provide additional community-serving facilities, and allow basic functions (e.g., parking) to be moved off the prime East Riverfront property.

The former JTS parcel, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include potential interim use as a small Indian Heritage Center visitor center and associated exhibit space, and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision. At full build-out of the General Plan, the former JTS property could include a surface parking lot that would allow the majority of the parking previously located on the East Riverfront property to be relocated to the landside of the levee to allow restoration of the East Riverfront property to more natural conditions. A public meeting and community and ancillary service center would wrap around the parking area, fronting onto Fountain and Lighthouse Drives and serving as a neighborhood amenity. The northern portion of the former JTS property would be developed as an artist-in-residence facility, with a community center and meeting space.

The four envisioned phases include:

Phase 1 focuses on implementation of restoration and habitat enhancement at the site. Phase 1 includes construction of an outdoor amphimeadow at the north end of the pond; interpretive

trails; enhancement of the pond and associated wetlands; construction of demonstration areas; traditional structures, outdoor indigenous art; signage; outdoor exhibit elements; and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

Phase 2 involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet, including 2,000 square feet for security and operations needs. Phase 2 includes the installation of a boat dock on the bank of the Sacramento River. Parking during Phase 2 would be provided entirely on the East Riverfront property.

Phase 3 focuses on expansion of the primary CIHC facility to approximately 50,000 square feet to include more extensive exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Phase 3 would also include additional parking, and landscaping and indigenous gardens.

Phase 4 includes full build-out of the primary CIHC facility at 100,000 to 125,000 square feet of space, to include completed space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits. If acquired, the small, triangular West Riverview property would be used to install a monument entry sign or art serving as an entry feature to the CIHC to guide visitors.

Six management zones are proposed for the CIHC: Heritage Center, Community Services, Group Activity, Water Access, Interpretive Connections, and Operations. These zones are based on their intensities of land use, type of use, levels of public access, and types of natural features present. While no direct hierarchy of development intensities and use exists, the Heritage Center and Community Services zones will be the most intensively developed and receive the greatest percentage of use. The Interpretive Connections zone represents areas containing preserved and restored native habitat, which will be accessible primarily by pedestrian trails and paths.

- **Heritage Center:** This zone is the site of the main CIHC building housing the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The main building will house and display the Tribal Treasures (collections) and offer visitor services, information, interpretive exhibits, educational programs, a museum store, and food services, along with core support facilities. The majority of the CIHC staff will be located here.

- **Community Services:** This zone serves as a transition and buffer between the nearby community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community and community amenities, such as a café.

- **Group Activity:** This zone provides focused areas for group activities that may be ceremonial, recreational, interpretive, or educational in character. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for shared activities, in this zone, it is the predominant use.

- **Water Access:** This zone acknowledges the important relationship between the CIHC and the nearby rivers by providing water access and recreational opportunities. A boat dock on the Sacramento River will allow access to the East Riverfront property from various locations along the Sacramento River, and will provide water taxi, excursion boat and short-term day use boat moorage. The restored pond will allow space for demonstrations using traditional methods such as fishing, harvesting, launching tule boats, and other activities. Along the Sacramento River, visitors will be able to access the waterfront to enjoy the view and picnic.

- **Interpretive Connections:** This zone encompasses the largest area in the CIHC and consists of areas with minimal development but with ample space for interpretive archives and exhibits. The intent of this zone is to allow visitors to gain an appreciation of the layered quality of the site, which is located at the confluence of two major rivers, is subject to periodic flooding and renewal, and includes high quality native habitat. The site also reflects the multiple cultures that have occupied and influenced it, as reflected by the use of the word “connections” in the name.

- **Operations:** This is a functional zone consisting primarily of the Public Safety and Facility Operations area that will include maintenance facilities, public safety offices, and park ranger security offices and vehicles.

Parkwide goals and guidelines apply to the CIHC as a whole. They have been developed to address existing issues, needs, and opportunities for improvement, protection, or change and provide guidance for management of the CIHC to achieve its long term vision. The goals establish the purpose and define the desired future conditions, while the guidelines provide directions that State Parks will consider to achieve the goals. Topics addressed in the parkwide goals and guidelines include natural and cultural resource management; interpretation and education; safety and security; flood safety; hours and times of operation; accessibility, access, and circulation; concessions; and property acquisition. Zone-specific guidelines are also provided to direct activities within each of the six management zones.

0.7 PLAN IMPLEMENTATION ISSUES

Major programs and projects that will be implemented during the lifespan of the General Plan will require additional planning. Future planning efforts may include preparing specific resource

management plans to protect sensitive resources or developing site-specific area development plans for new facilities to determine how facilities will relate to their surroundings and to the CIHC in general. Two significant planning issues have yet to be resolved in this General Plan/EIR. First, the final location and design of the levee running along the west boundary of the East Riverfront property must be determined in conjunction with relevant permitting agencies. In addition, a thorough evaluation of the seismic hazards identified in the environmental analysis must be completed, and necessary engineering design to construct the building to meet California building code standards and to properly secure its contents in case of flooding.

Future planning efforts also include the preparation of project-specific environmental compliance documents for implementation of subsequent projects. These documents should tier off and be consistent with the General Plan's Program EIR. Securing any permits required for future implementation projects would also be part of subsequent planning actions.

Finally, the General Plan may need to be amended if new developments or major commitments of resources are proposed for areas not covered in this plan or if circumstances change, making facts and findings in this plan no longer accurate.

0.8 ENVIRONMENTAL ANALYSIS

The General Plan and/or EIR provide an evaluation of the potential for significant adverse environmental impacts on aesthetic resources, air quality, biological resources, cultural resources, geology, soils, hazards, hydrology and water quality, land use and planning, noise, population and housing, public services, transportation, and utility and service systems. The criteria used to determine the significance of impacts in the following resource discussions were derived from State CEQA Guidelines. For those resource topics where sufficient information was available to analyze potential impacts at the project level, future compliance may consist of the implementation of specific goals and guidelines, mitigation measures or permitting requirements as indicated in this General Plan/EIR.

Significant environmental impacts were identified for:

- biological resources;
- seismic hazards; and
- construction related noise.

However, mitigation measures are available that would reduce the impacts identified to less than significant. In addition, the goals and guidelines in the General Plan require specific actions to be implemented that would preserve, protect, and restore resources, or minimize adverse effects on the environment. With the implementation of these recommended actions, the proposed project's contribution to cumulative impacts would be less-than-significant and cumulative impacts associated with implementing the project would be less than significant.

No other unavoidable and significant impacts would result from adopting and implementing this General Plan.

1

INTRODUCTION

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CHAPTER ONE: INTRODUCTION

1.1 LOCATION AND REGIONAL CONTEXT

The California Indian Heritage Center (CIHC) will be a new California State Park (State Park) located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River (Exhibits 1-1 and 1-2). The CIHC main facility and outdoor programs will be located at the 43-acre East Riverfront property. This property is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off of Lighthouse Drive. Additionally, California State Parks (State Parks) recently acquired the 7.91-acre JTS Communities (JTS) (Regatta at the Rivers) parcel which provides opportunities for surface parking, public meeting space, public safety offices, community and ancillary services, and artist-in-residence and meeting facilities.

Two additional adjacent parcels could be added to the CIHC over time (Exhibit 1-3). These parcels provide opportunities for additional programming that could enhance the mission of the CIHC. If added to the CIHC, the 3.18-acre West Riverview, LLC (West Riverview), parcel, currently planted as an orchard, would remain without buildings, but could provide additional entry space and contain a monument sign or artwork related to the CIHC. The 16.21-acre Cook Inlet Region, Inc. (CIRI) property would be left in a natural state but would provide opportunities for an expanded natural area with a trail network and interpretive elements. It also would provide opportunities for additional outdoor programming and habitat restoration. It is important to note that the CIHC could be fully functional within the current planning area; thus, establishment of the CIHC and implementation of the General Plan are not dependent on the acquisition of additional property.

More expansive outdoor programs associated with the CIHC could be held at the Northgate site on the American River in the city of Sacramento. The Northgate site is part of the American River Parkway and encompasses approximately 100 acres that could be available for CIHC outdoor programs and events. It is bordered by the American River to the south, Discovery Park to the west, the Garden Highway to the north, and State Route (SR) 160, a property owned by the Boy Scouts of America, and the Riverdale Mobile Home Park to the east. Any facilities or programming on the Northgate site would be subject to further planning and environmental review in cooperation with Sacramento County, the entity responsible for management of the American River Parkway. Thus, this General Plan addresses any associated programming at the Northgate site only at a conceptual level.

1.2 SITE CHARACTERISTICS

The East Riverfront property lies on the west bank of the Sacramento River across from its confluence with the American River. It is currently undeveloped and is located in the center of an otherwise urban area that contributed to its desirability for development as a State Park and

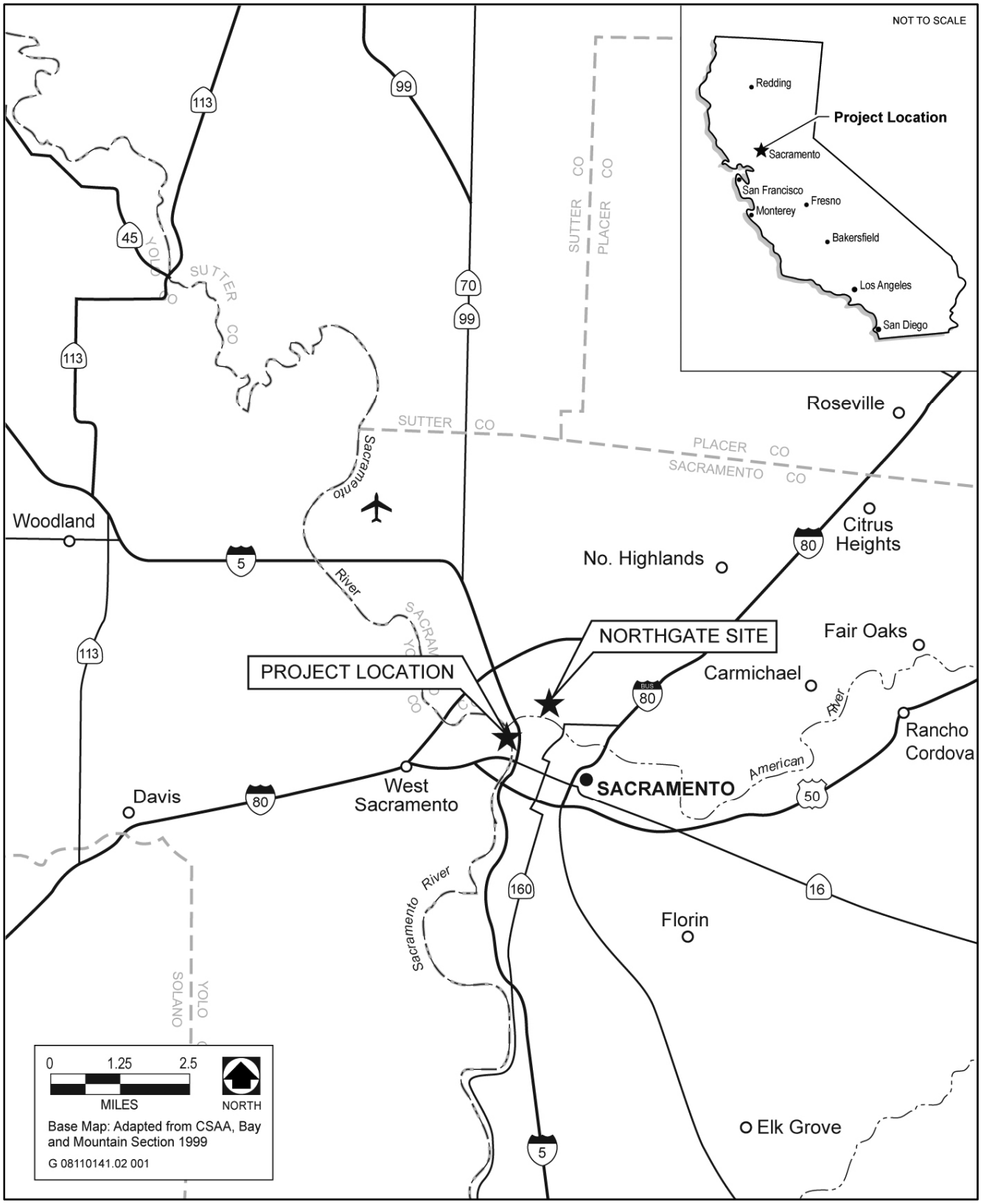
heritage center. A large borrow pit on the site, constructed by a previous property owner in anticipation of the construction of an artificial marina, has transformed into a natural pond surrounded by riparian vegetation. The vegetation on the property includes a mixture of native and nonnative vegetation. Riparian vegetation is present along the entire riverfront. Although the majority of the site is located within the floodplain of the Sacramento River, it contains a terrace of relatively flat, higher elevation land that in some areas is as much as 30 feet or more above the level of the river, making the site conducive to development of a public park. The northern portion of the site contains paved areas that are remnant from previous development. Mature trees, including valley oaks and cottonwoods, are scattered throughout the site. A levee is located along the western border of the East Riverfront property. The former JTS property is located to the west of the levee and consists of a parcel that was previously graded in preparation for condominium development. Except for street trees along Fountain Drive, and a landscaped gateway area at the intersection of Fountain Drive and Lighthouse Drive marking entry to the Rivers neighborhood, the former JTS property is currently fallow.

1.3 PURPOSE FOR ACQUIRING THE SITE

The East Riverfront property is currently owned by the City of West Sacramento (COWS) Redevelopment Agency. State Parks entered into a Master Agreement (Appendix A) with COWS that will transfer the property into State Parks' ownership for the specific purpose of establishing the CIHC. The transfer will take place upon adoption of this General Plan or upon securing funds for the initial phase of construction, depending on the action of the COWS City Council. The Master Agreement was recently amended to allow for additional planning time. The former JTS parcel was acquired by State Parks in 2010 to provide important supporting functions for the East Riverfront property while integrating with the surrounding community.

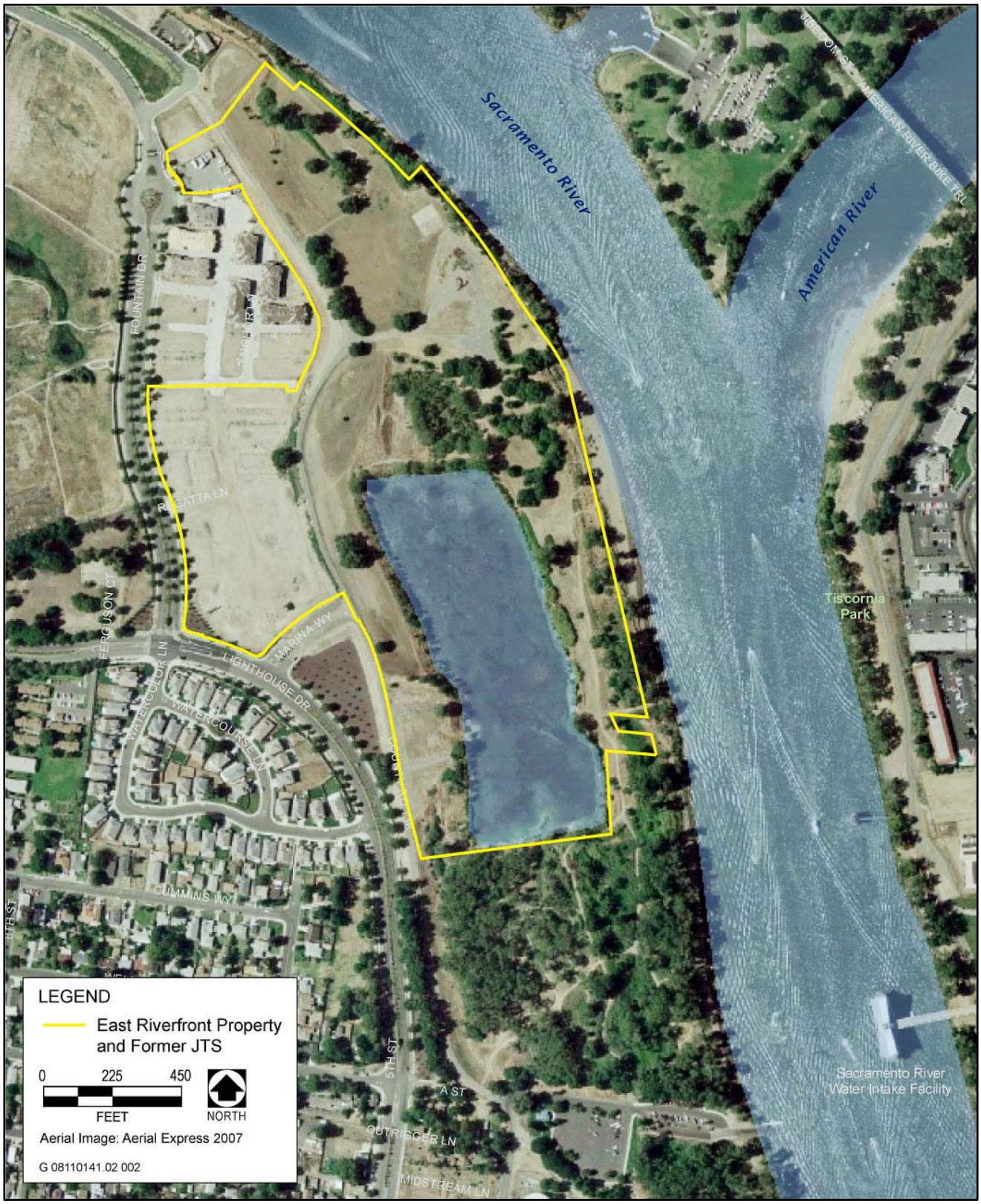
1.4 PROJECT CHARACTERISTICS

A strong connection between the facilities and the landscape is envisioned for the CIHC, and will be reflected in park design, with indoor and outdoor spaces that will be visually integrated. Indoor components of the CIHC will include extensive exhibit space, a library, archives, Tribal Treasures (collections) storage space, offices, classrooms and event space, artist-in-residence space, a café, and a museum store. Outdoor program elements are closely linked to a traditional native approach to the land and its location at the confluence of two major rivers, and encompass an amphimeadow, a restored pond, indigenous gardens, native game fields, outdoor interpretive exhibits, and demonstration areas. A trail network will provide access throughout the site, into adjacent neighborhoods, and into the larger communities of West Sacramento and Sacramento. A Public Safety and Facilities Operations Center located on-site will provide office space for on-site public safety and maintenance staff and equipment storage. Parking is also provided on-site.



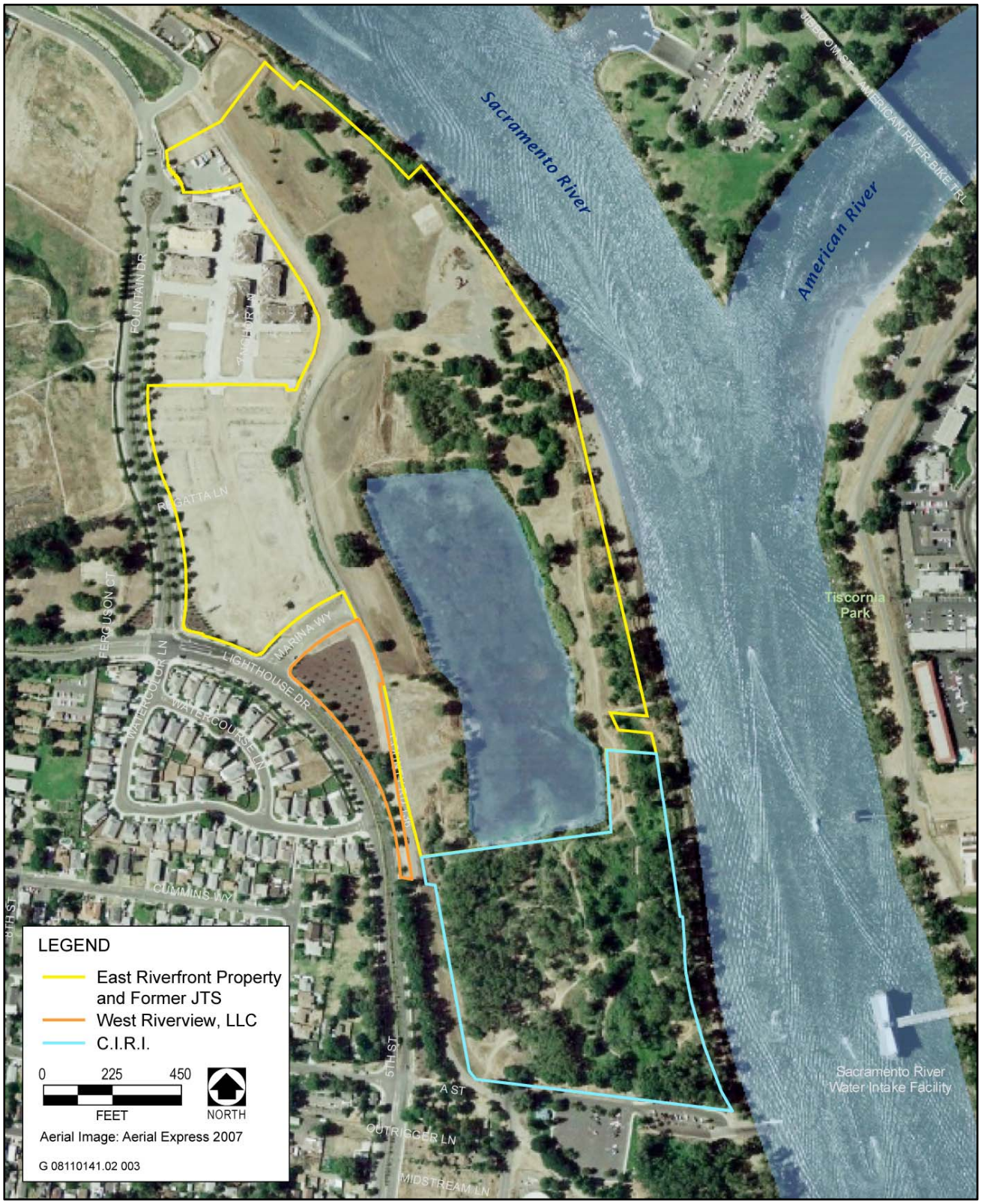
Source: Data adapted by AECOM 2010

Project Location **Exhibit 1-1**



Source: City of West Sacramento 2009

California Indian Heritage Center Location **Exhibit 1-2**



Source: City of West Sacramento 2009

California Indian Heritage Center Location with Adjacent Parcels **Exhibit 1-3**

1.5 SENSE OF PLACE

The sense of place for the CIHC was defined in the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) previously developed for the CIHC as follows:

> *The California Indian Heritage Center will be a distinctive and honorable place where past, current, and future experiences and achievements of California Indians are recognized, celebrated, and shared.*

1.6 PURPOSE OF THE GENERAL PLAN

General plans are broad-based policy documents that provide management guidelines for a park unit by defining a framework for implementing State Parks' diverse missions of resource stewardship, interpretation, and visitor use and services. By legal mandate, every State Park in California must develop a general plan before approval of major developments. The general plan defines the purpose, vision, and long-term goals and guidelines for the management of the CIHC. A general plan typically is not a project-specific document and therefore typically does not define specific objectives, methodologies, and designs on how to accomplish its goals. However, because of the unique nature of the CIHC and because of the requirement of the Master Agreement, this General Plan includes project specific information to the degree that is available at this point in the planning process. For example, design standards and guidelines have been developed concurrently with the General Plan and are included in Appendix B, "Design Standards and Guidelines". Resources present on the site are well understood, and project level studies, such as a wetland delineation and certain species specific wildlife surveys have also been conducted. Detailed information on these resources is included in the General Plan and related project specific analysis is conducted, where applicable.

General planning provides opportunities to assess CIHC resource stewardship, facility development and management, relationships with the surrounding communities and the California Indian community, and interpretation and other services provided to the public. The General Plan provides guidelines for future land use management and designation, including land acquisition, and for the facilities required to accommodate expected visitation and provision of community-serving facilities.

The General Plan provides a comprehensive framework to guide CIHC development, ongoing management, and public use for the next 20 years or more. Because the General Plan will be in effect for so long, it must remain consistent in the vision for the future of the CIHC, general in its scope, and flexible in its proposed approaches for solving future management problems and accommodating change.

1.6.1 COMBINED GENERAL PLAN/EIR/TIERING

The California Environmental Quality Act (CEQA) of 1970 requires state agencies to analyze and disclose the potential environmental effects, both direct and indirect, of a proposed

discretionary action. An environmental impact report (EIR), as prepared by state and local governments, is usually a stand-alone document intended to meet the requirements of CEQA.

However, CEQA also encourages options to avoid needless redundancy and duplication, such as combining general plans and EIRs (State CEQA Guidelines Section 15166) and the use of tiering, a process where a lead agency prepares a series of EIRs or negative declarations, progressing from general concerns to more site-specific evaluations with the preparation of each new document (State CEQA Guidelines Section 15152). When the lead agency combines a general plan and an EIR, all CEQA requirements must be covered and the document must identify where the requirements are met. Please refer to the Table of Contents of this General Plan for the location of required elements of the EIR within this document.

This General Plan also serves as a first-tier EIR, as defined in Section 15166 of the State CEQA guidelines. The analysis of environmental effects of the CIHC found within Chapter 5, "Environmental Analysis," will be a reference for future environmental documents that could provide more detailed information and analysis for site-specific developments and projects. However, because the proposed developments at the CIHC and their locations within the site are well known at this time, and because existing resources have largely been inventoried and have been taken into consideration in the development of this General Plan and EIR, the EIR analyzes the General Plan at the project level wherever possible.

Actions that may result from adoption and implementation of this General Plan at some time in the future were anticipated and potential impacts resulting from these actions were analyzed. Impact minimization measures were incorporated into this General Plan as goals and guidelines, wherever possible, to help ensure that planned actions described in the General Plan, including those to be implemented in the future, will not result in significant environmental impacts.

Therefore, the CEQA analysis detailed in the EIR that accompanies this General Plan is intended to be adequate for many future actions implemented as part of site development in a manner consistent with the goals and guidelines in the General Plan. Some actions described in the General Plan may require additional CEQA analysis documentation once the project details are known, while others may simply need to implement all goals, guidelines and specific mitigation measures identified in this document to ensure they are in environmental compliance.

All projects that may be implemented in the future as a result of adopting this General Plan must be subjected to CEQA review according to CEQA Guidelines Section 15168, in light of the information in the EIR prepared for this General Plan, to determine if additional CEQA documentation is necessary. The type of additional CEQA documentation completed would be determined based on CEQA Guidelines Sections 15162–15164. When future projects requiring additional environmental review are implemented, State Parks may refer to the EIR prepared for the General Plan as a starting point for a "tiered CEQA analysis," per Section 15168 of the State CEQA Guidelines.

1.6.2 PURPOSE OF THE EIR

The purpose of the EIR is to analyze and disclose the preferred alternative's effects on the environment, in accordance with Section 15168 of the State CEQA Guidelines. It discloses any significant and potentially significant effects that could result from the implementation of the General Plan. The EIR informs decision makers and the public about the environmental consequences of the adoption of the General Plan, consistent with the requirements of CEQA and State CEQA Guidelines.

1.7 ORGANIZATION OF THE GENERAL PLAN

This General Plan contains the following sections:

- Executive Summary;
- Chapter 1, "Introduction";
- Chapter 2, "Existing Conditions";
- Chapter 3, "Issues and Analysis";
- Chapter 4, "The Plan";
- Chapter 5, "Environmental Analysis";
- Chapter 6, "References"; and
- Chapter 7, "Report Contributors".

1.7.1 EXECUTIVE SUMMARY

The Executive Summary is a brief discussion of the General Plan's most important points. It provides the reader with a clear picture of the key issues addressed in the General Plan. The Executive Summary is a stand-alone document that provides all of the essential General Plan and EIR information.

1.7.2 INTRODUCTION

Chapter 1, "Introduction" provides an overview of the CIHC, including its location, local and regional context, purpose of acquisition, and sense of place. It also explains the purpose and organization of the General Plan, required subsequent planning, the planning hierarchy used by State Parks, and describes the interagency and stakeholder involvement that took place during preparation of the General Plan.

1.7.3 EXISTING CONDITIONS

Chapter 2, "Existing Conditions" describes the current physical conditions of the East Riverfront property and additional properties that could be acquired and added to the CIHC over time. It includes information on land use; significant physical, biological, cultural, aesthetic, and recreation values; and the East Riverfront property's existing relationship to the surrounding communities. Chapter 2 establishes the baseline against which proposed changes will be

evaluated. The existing conditions section also lists system-wide and regional planning influences affecting the CIHC.

1.7.4 ISSUES AND ANALYSIS

Chapter 3, "Issues and Analysis" documents the planning assumptions underlying the General Plan and identifies key issues to be addressed during the planning process. Sources of information for the issues and analysis section include the project agreement, early input from stakeholders and focus groups, issues identified in the Master Agreement, issues identified by the various stakeholder groups, issues identified during scoping, and resource-specific issues unique to the site.

1.7.5 THE PLAN (GOALS AND GUIDELINES)

Chapter 4, "The Plan" presents the purpose, vision, and guidance for the CIHC. It states the basic philosophy or management intent for the park and establishes management zones, goals, and guidelines for the overall park and for specific zones, as applicable.

1.7.6 ENVIRONMENTAL ANALYSIS

Chapter 5, "Environmental Analysis" contains the Program EIR for the General Plan. Chapter 5 includes an analysis of the environmental impacts resulting from implementation of the General Plan. Chapter 5 includes the following sections:

- Section 5.1, "Introduction";
- Section 5.2, "EIR Summary";
- Section 5.3, "Project Description";
- Section 5.4, "Environmental Setting";
- Section 5.5, "Environmental Effects Eliminated from Further Analysis";
- Section 5.6, "Environmental Impacts and Mitigation";
- Section 5.7, "Other CEQA Considerations"; and
- Section 5.8, "Alternatives to the Proposed Plan".

1.7.7 REFERENCES

This section lists all written sources, organizations and persons consulted in the preparation of the General Plan.

1.7.8 REPORT CONTRIBUTORS

This section lists all contributors to the preparation of the General Plan.

1.7.9 APPENDICES

In addition to the sections described above, the General Plan contains the following technical appendices:

- Appendix A, "Master Agreement and Amendment 1"
- Appendix B, "Design Standards and Guidelines"
- Appendix C, "Senate Bill No. 2063"
- Appendix D, "Phasing Diagrams"
- Appendix E, "Transportation Study"
- Appendix F, "Scope of Collections Statement"
- Appendix G, "Native American Consultation"
- Appendix H, "Parking".

1.8 SUBSEQUENT PLANNING

Major programs and projects that will be implemented during the lifespan of the General Plan will require additional planning. Examples of future planning efforts include preparing specific resource management plans to protect sensitive resources or developing site-specific area development plans for new facilities to determine how facilities will relate to their surroundings and to the CIHC in general.

Future planning efforts also include the preparation of project-specific environmental compliance documents for implementation of management plans and subsequent development projects. These documents will tier off and be consistent with the General Plan's Program EIR. Securing any permits required for future implementation projects will also be part of subsequent planning actions.

Finally, the General Plan might need to be amended if new developments or major commitments of resources are proposed for areas not covered in this plan or if circumstances change, making facts and findings in this plan no longer accurate.

1.9 PLANNING PROCESS

1.9.1 PLANNING HIERARCHY

Several key elements of the State Parks planning process provide a framework for establishing the park and directing how the park is managed. Key elements of the planning hierarchy are described below.

State Parks and Recreation Mission

The mission sets the fundamental parameters within which State Parks acquires and manages its units. State Parks' mission is to:

> *Provide for the health, inspiration, and education of the people of California by helping to preserve the State's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high quality outdoor recreation.*

Classification

Park management and direction is further guided by the park unit's classification. The existing State Indian Museum (classified as a State Historic Park) will be relocated from its location in the city of Sacramento to the city of West Sacramento and will be renamed as the California Indian Heritage Center. The renamed unit will remain classified as a State Historic Park.

Statement of Purpose

The statement of purpose is a unique broad statement of direction that is specific to the CIHC. A statement of purpose for the CIHC was adopted in October 2003 as part of a previous planning effort for the CIHC. The statement of purpose is included in Chapter 4.

Park Vision

The vision statement describes the future desired outcome of the CIHC. It expresses what the CIHC will ultimately be and look like and what kind of experiences should be available to the visitor. The CIHC vision was developed as part of a prior planning process resulting in a document titled *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The park vision is included in Chapter 4.

Site and Facility Masterplanning Principles

The Site and Facility Masterplanning Principles were developed by CIHC Advisory Group members (see Section 1.9.2.1, "CIHC Core Advisors", below) during workshops conducted in 2006. The principles build on the CIHC vision and guided the development of the Concept Masterplan. The Site and Facilities Masterplanning Principles are unique to the CIHC; they are included in Chapter 4.

Senate Bill 2063

In August 2002 Senate Bill (SB) 2063 established the "California Indian Cultural Center and Museum Task Force" within the California Department of Parks and Recreation (State Parks) to advise and present recommendations for the development of the CIHC, including its location, design, content, and governance structure. A copy of Senate Bill 2063 is included in Appendix D.

1.9.2 MASTER AGREEMENT WITH THE CITY OF WEST SACRAMENTO

On June 18, 2008, State Parks entered into a Master Agreement with the Redevelopment Agency of the City of West Sacramento and the City of West Sacramento for the development of the CIHC. The Master Agreement guides planning for the East Riverfront property and includes specific provisions for community involvement, CEQA review, ownership, planning, design and construction, flood protection, park management, and general provisions. The Master Agreement was amended in July 2010 to allow additional planning time. Copies of the Master Agreement and Amendment 1, and an updated Management and Operations Plan are included in Appendix A.

1.9.3 INTERAGENCY AND STAKEHOLDER INVOLVEMENT

The CIHC is located in the City of West Sacramento on the west bank of the Sacramento River. Planning for the site requires close coordination with a variety of agencies and stakeholders. State Parks obtained interagency input through a variety of venues, including agency scoping as part of the environmental review process, and in-person meetings between members of the planning team and agency and stakeholder representatives. The following agencies provided written input or were consulted in person:

- California Department of Transportation (Caltrans)
- City of West Sacramento (COWS) (various departments including Redevelopment, Parks and Recreation, Public Works , Community Development, and the City Manager's office)
- California Department of Fish and Game (DFG)
- Yolo Natural Heritage Program (YNHP)
- California Department of Water Resources (DWR)
- U.S. Army Corps of Engineers (USACE)
- U.S. Fish and Wildlife Service (USFWS)
- National Marine Fisheries Service (NMFS)
- California State Lands Commission (SLC)
- Central Valley Flood Protection Board (CVFPB)
- California Department of Boating and Waterways (DBW).

Outreach to other stakeholders included a presentation to neighborhood groups at community meetings, presentations to the COWS Chamber of Commerce, Rotary, and meetings with local

elected officials. A community liaison was specifically responsible for reaching out to the community in the city of West Sacramento.

In addition, several specific stakeholder groups have been involved with the various stages of planning for the CIHC, including the General Plan. These include the following groups.

CIHC Core Advisors

The CIHC Core Advisors are subject matter specialist, largely comprised of California Indian people, appointed by State Parks. Most of the Core Advisors have been involved with the CIHC project since its inception. They advise State Parks on key planning issues to ensure that California Indian values are reflected in all aspects of CIHC planning. The planning team conducted numerous consultations and meetings with the Core Advisors in the development of the Developing Vision and the Concept Masterplan. In addition, the planning team held three focus meetings with select representatives from the original group of Core Advisors to solicit input on various phases of General Plan development, including the overall process, alternatives development, and refinement of the preferred alternative.

CIHC Task Force/CIHC Foundation

The CIHC Task Force was formed under Senate Bill 2063 to assist State Parks in realizing the CIHC initiative. Specifically, the Task Force was created to advise State Parks on the location, preliminary interpretive and architectural planning, marketing and fundraising, and the overall plan for the CIHC. The Task Force was involved with site selection and developing previous planning documents such as the Concept Masterplan and the Developing Vision. In 2010, CIHC incorporation documents were filed with the Secretary of State's office to create a nonprofit foundation supporting planning and development of the CIHC. The CIHC Foundation has been formed and held three board meetings during the development of the General Plan. The CIHC Foundation Board of Directors is also providing input in the development of a Business Plan for the CIHC (AECOM 2010), which is being prepared concurrently with the General Plan.

City of West Sacramento Community Advisory Group

The City of West Sacramento Community Advisory Group (COWS CAG) was appointed by the Mayor of West Sacramento and the State Parks Capital District superintendent to represent diverse aspects of the community such as education, local neighborhoods, and local planning groups and departments. The COWS CAG was newly formed at the beginning of the General Plan process and was required in the Master Agreement between COWS and State Parks. The main purpose of the group is to represent the concerns and opinions of the local community. The planning team conducted four focus meetings with the COWS CAG in support of the General Plan. The meetings took place shortly before each of the public meetings described below. The purpose of the COWS CAG meetings was as follows:

Meeting 1: Define roles and responsibilities; outline the planning process; solicit early input on issues and concerns in the community.

Meeting 2: Review and provide feedback on alternatives developed for the General Plan.

Meeting 3: Review and provide feedback on the preferred alternative.

Meeting 4: Discussion of issues raised during briefing of City Council prior to release of the public draft Preliminary General Plan/Draft EIR.

Meeting 5: Follow up after Presentation of Preliminary General Plan/Draft EIR to COWS City Council in January 2011.

Meeting 6: Discussion of specific planning issues prior to Parks and Recreation Commission adoption of the General Plan.

Statewide Native American Community Stakeholders

Because of the unique importance of the CIHC to the Native community, the General Plan process included a focused outreach component to California Native American tribes. At the start of the planning process, three outreach meetings were held at the following dates and locations:

- Viejas Tribal Office, Alpine, CA (January 12, 2010)
- Yocha Dehe Community Center Gathering Hall, Brooks, CA (January 14, 2010)
- Potawot Health Village, Arcata, CA (January 20, 2010)

Once a preferred alternative had been developed, members of the planning team presented the project at a wide variety of venues including tribal council meetings, tribal events, the California Indian Conference, and a number of other events at which many California Indians gather to share ideas and programs. The focused outreach ensures that the "Native voice" is an integral part of any planning process related to the CIHC.

1.9.4 PUBLIC INVOLVEMENT

Public input is an important component of the general planning process. It is sought at the very beginning and throughout the planning process for a variety of reasons. The people of California have entrusted State Parks to manage natural and cultural resources and provide recreational opportunities within California's designated State Parks. Constituency building is needed to ensure the public's support for their local State Parks. In the case of the CIHC, public involvement also focused on the local communities because of the location of the project site within the urban community of West Sacramento. A variety of methods, such as public meetings, two project web pages, postings on COW's website and periodic mailings were used to identify interested parties, inform them about the planning process, and identify their issues and concerns. In addition, articles about the CIHC and the General Plan process were features in local newspapers such as the West Sacramento *News-Ledger* and the *East Sacramento News*. Public notices of the scoping meeting were placed in the *News-Ledger* (January 20, 2010), the *West Sacramento Press* (January 20, 2010), and the *Sacramento Bee* (January 16, 2010).

Public Meetings

The planning team held four public meetings in support of the General Plan. All meetings took place at the West Sacramento City Hall Galleria located at 1110 West Capitol Avenue, West Sacramento, CA 95691. The format and purpose of each public meeting is described below.

Public Meeting 1: This meeting was held on January 26, 2010. The format of the meeting included a PowerPoint presentation of the CIHC project to date, explanation of the General Plan process, and presentation of the anticipated schedule. The presentation was followed by an open forum for questions and answers. This first public meeting also served as a CEQA scoping meeting.

Public Meeting 2: This meeting was held on May 27, 2010. The format of the meeting was an open house to present five alternatives developed by the planning team. Participants were encouraged to express their likes or concerns about the specific elements of the alternatives.

Public Meeting 3: This meeting was held on June 10, 2010. The format and content of the meeting was the same as Public Meeting Number 2.

Public Meeting 4: This meeting was held on July 28, 2010. The format was a presentation of the preferred alternative and proposed phasing of the project followed by an open forum for questions and answers.

Project Web Pages

The CIHC Web page includes information about all aspects of the CIHC. The site can be accessed at http://www.CIHC.parks.ca.gov.

A separate Web page was developed specifically for the General Plan. This Web page contains information about the planning process, links to background reports and documents, contact information for planning team members, and announcements of upcoming meetings. In addition, all materials used during public meetings (e.g., PowerPoint presentations, graphics, handouts) are posted on the planning Web site along with summaries of comments received to enable interested members of the community to follow the planning process closely, even if they are unable to attend the public meetings. The General Plan Web page can be accessed at http://www.parks.ca.gov/?page_id=26094. The Preliminary General Plan/Draft EIR and Final General Plan/Final EIR and materials related to the State Parks Commission Hearing on the General Plan and EIR will also be posted on this website, when available.

Mailing Materials

Mailing materials used to announce upcoming meetings included e-mails, postcards, flyers, newsletters and postings on the General Plan Web page.

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View to the east across the Sacramento River from the CIHC

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CHAPTER TWO: EXISTING CONDITIONS

Chapter 2 establishes the baseline against which proposed changes that would result from implementation of the General Plan are evaluated. This chapter provides a description of the current physical conditions of the East Riverfront property, former JTS Communities property (Regatta at the Rivers) and the two additional properties that could be acquired and added to the CIHC over time. It includes information on land use, significant physical, biological, cultural, and aesthetic resources, and recreation values. It also summarizes the California Indian Heritage Center's (CIHC's) relationship to the surrounding community and lists California State Parks' (State Parks') systemwide and regional planning influences affecting the CIHC.

2.1 LAND USE AND FACILITIES

2.1.1 LAND USE

The CIHC will be developed on the 43-acre East Riverfront property and recently acquired 7.91-acre former JTS parcel. The CIHC project site is located in the city of West Sacramento in Yolo County and is bordered by the Sacramento River to the east, various subdivisions to the north and west, and an undeveloped parcel known as the Cook Inlet Region, Inc. (CIRI) property to the south. The West Riverview, LLC (West Riverview), property forms part of the western boundary of the site. The CIRI and West Riverview properties may be added to the CIHC over time; however there are no commitments to purchase these properties at this time.

Current land use designations for the project site and surrounding properties are identified in the City of West Sacramento's (COWS's) general plan (COWS 2009: Figure 2-4). The East Riverfront, JTS, CIRI and West Riverview properties are all zoned WF Waterfront. Nearby properties to the west and south are zoned PQP Public Quasi Public, R-2 Residential, R1-A Residential-One Family (A), and RP Recreation-Parks.

The East Riverfront property is currently undeveloped and characterized by mature riparian vegetation along the Sacramento River. A large artificially created pond occupies much of the southern half of the property, and ruderal and grassy areas with scattered trees characterize the northern half of the property. The former JTS property was previously graded in preparation for condominium development and is essentially fallow, with the exception of limited areas of landscaping along Fountain Drive and at the intersection of Fountain Drive and Lighthouse Drive.

2.1.2 RECREATION FACILITIES

Recreation facilities in the region include local, neighborhood parks and county parks, and other parks administered by State Parks. Recreation focuses on visiting local attractions, such as museums, State parks and the Sacramento and American Rivers. Exhibit 2-1 shows the relative location of the CIHC to other nearby parks and destinations.

CIHC Project Context **Exhibit 2-1**

State Parks near the CIHC

State Indian Museum State Historic Park

The State Indian Museum (SIM) displays exhibits and artifacts illustrating the cultures of the state's first inhabitants. California Indian cultural artifacts on display include basketry, beadwork, clothing, and exhibits about the ongoing traditions of various California Indian tribes. A section of the museum features a hands-on area, where visitors can try using Indian tools, such as the pump drill, which is used for making holes in shell beads and other materials. SIM is located in downtown Sacramento, approximately 3 miles east of the CIHC site. As part of implementation of this General Plan, the exhibits, programs and staff from the SIM will move to the CIHC.

Sutter's Fort State Historic Park

Sutter's Fort was the Sacramento Valley's earliest European settlement. Self-guided tours of the fort explain unique museum exhibits including carpentry and blacksmith shops, a bakery, a dining room, and living quarters. This State Historic Park is located in the center of Sacramento immediately adjacent to the SIM and has an extensive schedule of "Living History" events throughout the year. The city block containing the SIM and Sutter's Fort is an urban park with walking paths and picnic areas.

Leland Stanford Mansion State Historic Park

The Leland Stanford Mansion is an example of the Victorian era in California. The 19,000-squarefoot mansion was originally built in 1856 by Gold Rush merchant Sheldon Fogus and was later purchased and remodeled by Leland and Jane Stanford. Leland Stanford served as Governor of California from 1862 to 1863 and was also President of the Central Pacific Railroad. The mansion served as the office of three governors (i.e., Leland Stanford, Fredrick Low, and Henry Haight) during the turbulent 1860s. The mansion currently serves the citizens of California as the state's official reception center for leaders from around the world. Docent guided public tours of the State Historic Park are offered year round. Leland Stanford Mansion State Historic Park is located in midtown Sacramento.

Governor's Mansion State Historic Park

The Governor's Mansion is a regal Victorian mansion and was home to 13 of California's governors from 1903 to 1967. The mansion is filled with historic furnishings, 14-foot ceilings, chandeliers, Persian carpets, and Italian marble fireplaces. Mansion guides tell stories of California's governors and their families. The Governor's Mansion is located in midtown Sacramento.

California State Railroad Museum

The California State Railroad Museum (CSRM) houses one of the finest collections of historic railroad engines in the world. The museum showcases how railroads and their diverse workforce shaped the lives and culture of Californians. The CSRM is the prime tourist attraction in Sacramento and is located in Old Sacramento State Historic Park, across the river and slightly

south of the CIHC. CSRM is a complex of buildings and programs including a 17-mile right-of-way and operating excursion trains.

California State Capitol

The State Capitol has been the home of the California Legislature since 1869. Between 1975 and 1981, the State Capitol underwent a major renovation that restored much of the building's original look. The building features exhibits and tours and occasional opportunities to watch the legislators debate a bill or cast a vote.

City of West Sacramento Parks and Facilities

Information on existing and proposed park facilities in the city is based on the West *Sacramento General Plan Public Review Draft Background Report* (COWS 2009). According to this report the city has 33 parks, plazas, and playfields, totaling approximately 144 acres. The parks consist of two community parks, 14 neighborhood parks, five mini-parks, recreation corridors/linear parks and urban parks/plazas. The City envisions future development of a State Park (the CIHC), a central park, with a riverfront trail and promenade system (traversing the CIHC site), three community parks, several neighborhood parks, one mini-park, additional recreation corridors, and multiple special facilities.

The three existing park facilities closest to the CIHC are the Broderick Boat Ramp, Riverwalk Park, and Elkhorn Park. Each facility is briefly described below.

Broderick Boat Ramp

The Broderick Boat Ramp is located south of the CIHC at the intersection of A and 4th Streets. The facility is open to the public and available to fishermen and recreational boaters on the Sacramento or American Rivers. The 4-acre site includes a boat dock, picnic areas, parking and restrooms.

Riverwalk Park

Riverwalk Park extends along the west bank of the Sacramento River from West Capitol Avenue to E Street. It is considered a special facility and covers 4 acres. The park includes a promenade along the river; picnic area; the grand staircase near the Ziggurat building, which is used for special events; Veteran's Plaza; Union Square; and walking paths. The Sacramento Riverfront Master Plan (2003) envisions an eventual extension of the park to the I Street Bridge. The extension would cross the CIRI and East Riverfront properties.

Elkhorn Park

Elkhorn Park is located at the intersection of Cummings Way and Greenwood Avenue. It is considered a neighborhood park and covers 5.2 acres. The park includes a baseball backstop, a half soccer field, a picnic area, barbeques, horseshoe pits, a tot lot, and a play structure.

Other Regional Recreational Facilities

Discovery Park/American River Parkway

The county park closest to the CIHC is Sacramento County's Discovery Park, located immediately across the Sacramento River. Discovery Park encompasses the confluence of the American and Sacramento Rivers. No direct connection exists across the river between these two areas; however, the distance by road, via the I Street Bridge, is approximately 2 miles. Uses within the 302-acre Discovery Park include boating access from a boat ramp, biking on a path that extends south along the Sacramento River and east along the American River, swimming, archery competitions, softball games, fishing, and picnicking. Discovery Park is located partially within the city of Sacramento and partially in the unincorporated portions of Sacramento County. During the winter, Discovery Park may be underwater during flood events. The park is part of the Sacramento area flood control system and is designed to allow flooding to take pressure off the American River during high water periods.

Discovery Park is the starting point of the 23-mile American River Parkway, a regional attraction enjoyed by more than 5 million visitors annually (Sacramento County Parks 2010). The parkway is a long linear park along both banks of the American River from its confluence with the Sacramento River to Folsom Lake in the foothills of the Sierra Nevada. The American River Parkway includes the 32-mile paved American River Bike Trail and opportunities to fish, boat and raft, picnic, golf, and take guided natural and historic tours. In addition to Discovery Park, access to the parkway is available at various points in local neighborhoods, and from access points along U.S. Highway 50.

Private Recreation Facilities

The Riverbend Nature Area to the west of the CIHC is a privately held open space available to residents of the Rivers community only.

2.2 LAND USE AND FACILITIES AT THE CIHC

2.2.1 PARKWIDE LAND USE

The East Riverfront property is currently undeveloped. It contains vestiges of previous uses (such as paved areas) and remnant footings from demolished structures, including portions of a boat ramp formerly located on the site. A large pond in the center of the site was excavated as a borrow pit during the development of the now abandoned Lighthouse Marina project. The former JTS property is undeveloped and vacant.

Visitation

The CIHC is not yet a park unit so no site user survey has been conducted; therefore, park visitation data is unavailable at this time. However, cyclists and pedestrians passing through on the levee road use the CIHC site for walking and accessing the river. The site is also used for unauthorized camping by a transient population, and for fishing access.

Visitor Access

Marina Way is currently the primary access to the East Riverfront property. Vehicular access to the site is prohibited; a locked gate at the end of Marina Way marks the western entrance to the site. The East Riverfront property is also accessible by walking or biking along the levee road Pedestrians can also access the site via informal foot paths traversing the CIRI property. The former JTS property is accessible from Lighthouse Drive/Marina Way, Fountain Drive and Regatta Lane (Exhibit 1-2).

Visitor Opportunities

Bicycling/Walking

Although not marked, the levee road skirting the western boundary of the East Riverfront property currently serves as an informal pedestrian and bike path. Walkways along Marina Way, Lighthouse Drive, and Fountain Drive provide access to the former JTS property, and are described in more detail in the Transportation Study (Appendix E).

Boating

Visitors can view the East Riverfront property and adjacent CIRI property while boating on the Sacramento River. Although there currently is no improved access to the site from the water, boaters can dock and launch their watercraft at the Broderick Boat Ramp to the south. Other nearby boat launch sites include Discovery Park across the Sacramento River and Miller Park to the south.

2.2.2 RECREATION

The East Riverfront property is not officially used for recreation. Although informal recreational uses have been observed, no quantitative data on current uses exists. For a more detailed overview of regional and statewide recreation trends, please review Section 2.7.5.

2.2.3 FUTURE OPPORTUNITIES

Future opportunities at the East Riverfront property and former JTS property entail the incorporation of community-serving facilities with those of the State Park, making the CIHC a place that serves visitors on many levels. Various projects proposed in the region provide opportunities to attract visitors interested in a broad range of experiences. Other developments in the region currently under consideration include pedestrian and bicycle access across the river to link to the city of Sacramento to Old Sacramento State Historic Park and the proposed Powerhouse Science Center along the Sacramento waterfront. Further development of elements envisioned in the Waterfront Master Plan includes redevelopment of the Rail Yards project in the city of Sacramento, excursions up and down the Sacramento River via boat, a railroad excursion line connecting Old Sacramento State Historic Park to the Sacramento–San Joaquin Delta (Delta), a new 300-room hotel proposed adjacent to the Tower Bridge in West Sacramento, and other, yet unknown, opportunities.

2.2.4 FACILITIES

The East Riverfront property is currently vacant and does not include any developed facilities at this time. The former JTS property is also undeveloped. It includes a limited amount of landscaping, and a small street (Regatta Lane).

2.2.5 UTILITIES

No utilities currently exist on the East Riverfront property, but are available in adjacent residential development and on the former JTS property. These utilities will be extended onto the East Riverfront property as part of the development of the CIHC. The city of West Sacramento's water system is intended to serve all areas within the city limits. The closest water main is located along Lighthouse Drive immediately to the west of the East Riverfront, West Riverview and former JTS properties.

In 2007, COWS connected to the Sacramento County Regional Sanitation District treatment plant, which provides treatment for the area. The closest sewer collection line is located within the Lighthouse Drive right-of-way. The Pacific Gas and Electric Company (PG&E) provides electrical and natural gas service to the area. Electric and natural gas distribution lines in the area are underground.

2.3 SIGNIFICANT RESOURCE VALUES

2.3.1 PHYSICAL RESOURCES

Information on the physical and biological resources on the East Riverfront property is largely based on information in the *Preliminary Environmental Evaluation of the East Riverfront Property* (California State Parks 2007). This environmental evaluation drew information from technical studies previously prepared in support of various projects proposed on the property.

Topography

The East Riverfront property is characterized by relatively flat topography within the floodway of the Sacramento River. The northern portion of the property, where buildings are proposed, occupies the highest ground on the riverside of the levee. Elevations range from 25 to 37 feet above mean sea level (msl), with a high area around 40 feet msl. The top of the river levee in this area is at 36–39 feet msl (California State Parks 2007:22). The borrow pit/pond is approximately 30 feet deep, with steep sides and no apparent outlets. Water levels in the borrow pit/pond fluctuate with the water level in the Sacramento River.

Geology

The East Riverfront property is located in the central portion of the Great Valley Geomorphic Province (GVGP), a northwest-trending, relatively flat, alluvial plain extending from the Klamath Mountains in the north to the Tehachapi Mountains in the south, the Sierra Nevada to the east, and the Coast Ranges to the west. The GVGP is an elongate structural trough that has been

filled with a thick (more than 10,000 feet) sequence of sediments, mostly derived from the erosion of the Sierra Nevada, and some input from the Coast Range to the west. The sediments are a mixture of gravel, sand, silt, and clay up to thousands of feet thick.

The geologic formation underlying the site is mapped as Holocene alluvium (channel and levee deposits), consisting of unweathered gravel, sand, and silt deposited by present-day stream and river systems (Helley and Harwood 1985). These deposits form natural levees along the main course of the Sacramento and American Rivers. The area between the levee and the Sacramento River consists predominately of loose sand and silt.

The U.S. Army Corps of Engineers (USACE) constructed a levee along the western boundary of the East Riverfront property, consisting of predominantly loose- to medium-dense silty sand and medium-stiff to stiff sandy silt and clayey silt to depths of about 16–18 feet below the levee crest, as reported in the *Geotechnical Investigation Report* (Kleinfelder 2003). Materials encountered below the levee material are described as alternating layers of very loose- to medium-dense silty sand and very soft to stiff sandy silt and clayey silt down to approximate elevations of 0 to -10 feet msl. Layers of loose to dense sand and silty sand and very dense gravelly sand were predominantly encountered between about -5 feet msl and the maximum depth explored (99.5 feet below existing site grade or approximately elevation -60 feet msl).

Regional Geologic History

The sediments of the Great Valley sequence were deposited during the Upper Mesozoic era (approximately 70–165 million years Before Present) in a basin between an evolving volcanic island arc to the east and an accretionary prism to the west. The source of the sediments for the Great Valley sequence was the ancestral Sierra Nevada and Klamath Mountains, with little input from the accretionary prism to the west (Williams 1993). Some sediment was deposited under freshwater or shallow saline water conditions (marsh and delta environments) along the edges of the sea. Subsequent downwarping and continued infilling created the deep sedimentary basin. After uplift of the Coast Ranges (Late Cretaceous Period approximately 100 million years ago) the sea receded, allowing more terrestrial sediment deposition. Deposition continues today as rivers flow across the Great Valley.

Mineral Resources

Mineral resources associated with the alluvial floodplain deposits include sand and gravel for construction materials. The borrow pit/pond was mined for fill materials used to build the adjacent Lighthouse subdivision.

Faults and Seismicity

The Sacramento area and the site are in an area of relatively low seismicity, but two notable events have occurred in the area. The Vacaville-Winters Earthquake of 1892 included two shocks with Richter magnitudes of 6.4 and 6.2; and the 1975 Oroville Earthquake registered a Richter magnitude 5.7, with two aftershocks of 5.2 and 5.1. The damage in Sacramento County from the Winters quake was limited to statues falling from building tops and cracks in chimneys

(Sacramento County 1993). This earthquake is thought to have occurred on the Coast Range/ Sierran Block Boundary Zone (CRSBBZ) Fault. Earthquakes occurring within this zone are characterized as "blind thrusts" in reference to their orientation and the lack of surface expression or rupture both before and after an earthquake (Wallace Kuhl 1997).

The nearest seismic sources that may affect the site are the Dunnigan Hills (Zamora) Fault, located 19 miles northwest of the project site; the Foothills Fault System, a complex of faults that occur along the Sierra Nevada foothills from Oroville (Oroville Earthquake source) to Mariposa, which includes the Bear Mountain Fault, located approximately 22 miles east of the site; and the Green Valley Fault, located 42 miles southwest of the site. Large earthquakes on the Rodgers Creek Fault Zone (58 miles southwest), the Hayward Fault (62 miles southwest), and the San Andreas Fault (79 miles southwest) could also affect the site. The 1906 San Francisco earthquake generated little shaking in Sacramento County and damage locally was limited to minor cracks in a local post office and jail. Similarly, Sacramento County suffered little damage from the October 17, 1989, Loma Prieta earthquake (7.1 magnitude), which was felt over an area covering 400,000 square miles from Los Angeles to the California-Oregon border (Sacramento County 1993).

Soils

According to the environmental site assessment report (Wallace Kuhl 1997) the U.S. Department of Agriculture soils map indicates that the near-surface soils are mapped as Lang sandy loam. The Lang soil unit occurs on alluvial fan deposits. The Geotechnical Investigation Report evaluated a previously proposed levee relocation at the site. Their borings encountered surficial deposits of sands and silts, as described above. A site visit by State Parks staff confirmed that the surface deposits are fine to medium sand with some silt.

The area described as the "former river inlet" is located in the portion of the site north of the existing paved area. This inlet was reportedly filled during the late 1960s to 1976. A 1971 aerial photo shows filling in progress, including angular materials, most likely concrete rubble (Wallace Kuhl 1997). This material could be encountered during excavation or pile driving for the proposed buildings.

Paleontological Resources

No known paleontological resources have been documented on the East Riverfront property. The alluvial materials are of recent geologic age and would not contain fossilized organisms.

Hydrology and Water Resources

Watershed

The Sacramento River watershed encompasses approximately 27,210 square miles. The CIHC project site is located within the southern portion of the watershed. Approximately 45 miles to the south, the Sacramento River joins with the San Joaquin River and the Delta system. The CIHC project site is located in a leveed reach of the lower Sacramento River downstream of the freely meandering reach above Colusa to the north. In the reach containing the CIHC project

site, the river channel is naturally confined from migration by the presence of erosion-resistant, clay-rich deposits of prehistoric flood basins nearby (State Lands Commission 1996).

Surface Water Features

The Sacramento River borders the property to the east; its confluence with the American River is located across the river. The southern portion of the property contains a large human-made pond, which is a remnant borrow pit from the Lighthouse Marina housing development north and west of the site.

Flooding

Storm events in past years (1982–83, 1986–87, 1993, 1996, 2005–06) have caused record flood flows and precipitation peaks in the Sacramento and American River Basins.

The Sacramento River Flood Control Project, designed and built by the U.S. Army Corps of Engineers (USACE), consists of a system of levees, weirs, bypasses, and pumping plants. The two major weirs upstream of the project area are the Fremont Weir near Knights Landing and the Sacramento Weir located north of the East Riverfront property. When flows in the Sacramento River exceed 55,000 cubic feet per second (cfs), the excess flow spills into the Fremont Weir and then into the Yolo Bypass. The Sacramento Weir was designed to relieve flood flows on the Sacramento River caused by high inflows from the American River. At times of high Sacramento and American River flood flows, the Sacramento Weir occasionally causes a reversal of the direction of flow from the American River up the Sacramento River and into the Yolo Bypass via the weir (State Lands Commission 1996).

The flood-control facilities protecting West Sacramento along the Sacramento River were designed and constructed based on rainfall data collected during the first half of the 20th century. However, since 1950, the American River watershed has experienced five floods larger than any recorded in the pre-1950 period, with the floods of 1986 and 1997 the highest of record. As these floods have been added to the record, hydrologists have steadily downgraded their determination of the level of flood protection that the Sacramento region's flood defense system provides. Therefore, the earlier hydrologic studies of the American River are inaccurate and existing Federal Emergency Management Agency (FEMA) floodplain maps are invalid.

FEMA is currently in the process of reevaluating the level of flood protection provided by the levee system protecting the city. The city is currently designated as falling under Zone X, meaning it has less than a 1% chance of flooding in any given year (100-year flood protection. If the city is remapped out of Zone X and into a zone with higher level of flood risk (A, AE, AR, or

A-99 Zone[1]), flood insurance would become mandatory and development within the city would be constrained.

In response to the flood risk to West Sacramento, the West Sacramento Flood Control Agency (WSAFCA) is proposing the West Sacramento Levee Improvement Program (WSLIP) to improve the levees in Yolo and Solano Counties that protect the city of West Sacramento. Two early implementation projects (EIPs) are currently proposed as part of the WSLIP, the CHP Academy site, located on the Sacramento Bypass levee 2.3 miles west of the CIHC, and The Rivers site, located on the Sacramento River North Levee, approximately 0.4 mile upstream from the East Riverfront property. Levee deficiencies at the site of the Rivers EIP include geometry, stability, through-seepage, and under-seepage. A range of alternative levee improvements are proposed at The Rivers site, including slope flattening combined with slurry cutoff walls or sheet pile walls.

Over the lifetime of the WSLIP project, the levee traversing the East Riverfront property will be evaluated and upgraded. The extent of potential deficiencies, needed level of improvement, and timeframe for implementation are currently unknown. During preparation of the General Plan, the planning team closely coordinated with the agencies involved in the WSLIP on several occasions to ensure consistency among the planning efforts and to determine anticipated implications for the General Plan.

The majority of the East Riverfront property is located on the riverside of the levee and therefore within the floodplain of the Sacramento River. This portion of the project site is designated as flood zone AE and has a 1% chance of experiencing a flood each year and would be covered by floodwater during a base flood. The base flood elevation (100-year) is 31 feet NGVD 29 (National Geodetic Vertical Datum of 1929, the datum used to determine the starting point for measuring elevations) (FEMA 1995). At high water stages the portion of the site located on the riverside of the levee could be inundated.

A hydraulic analysis study was previously conducted to assess the potential impact of relocating the levee in the vicinity of the East Riverfront property to accommodate a proposed new residence for the Governor of California (NHC 2003). The conclusion was that the new levee and additional fill in the floodway would potentially raise the flood elevation by 0.05 feet, which was considered insignificant. This project has since been abandoned.

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[1] Zone A — FEMA-defined flood zone subject to inundation by the 1-percent-annual-chance flood event generally determined using approximate methodologies. No base flood elevations or flood depths are shown.
Zone A-99 — Area defined by FEMA as subject to inundation by the 1-percent-annual-chance flood event, but which will ultimately be protected upon completion of an under-construction Federal flood protection system.
Zone AE — Level of flood protection defined by FEMA as a 1% chance of experiencing a flood each year. The base flood elevation is shown.
Zone AR — Areas that result from the decertification of a previously accredited flood protection system that is determined to be in the process of being restored to provide base flood protection.
Zone X — Area defined by FEMA as the area determined to be outside the 500-year flood and protected by levee from 100-year flood.

Another study (Smith 1986) concluded that the Lighthouse Marina project, as it was then planned, would have a very small effect on the river stage, only raising it 0.01 foot above current elevations, even without removal of brush along the project shore. Removal of the brush, however, was recommended to provide improved hydraulic conveyance in this flood control channel.

Prior to construction of the CIHC, State Parks (State Parks) will assess the potential of the project to impact flood capacity and ensure that the project meets all permitting requirements of the USACE, Department of Water Resources (DWR) and the Central Valley Flood Protection Board (CVFPB).

Water Quality

The Central Valley Regional Water Quality Control Board (Central Valley RWQCB) is responsible for providing water quality standards and management criteria as required by the Clean Water Act. These standards and criteria are presented in the 1998 water quality control plan for the Sacramento and San Joaquin River basins (Basin Plan). The Central Valley RWQCB has joined in a regional memorandum of understanding with Sacramento County to implement the elements of the Basin Plan (Sacramento County 1993). The Basin Plan identifies the beneficial uses that must be protected and water quality objectives designed to protect those beneficial uses for the Central Valley region. Water quality objectives are limits of water quality constituents established for the reasonable protection of beneficial uses. The water quality constituents for which levels are set include bacteria; biostimulatory substances; metals; color; dissolved oxygen; oil and grease; pH; pesticides: radioactivity; salinity; sediments and turbidity; temperature; and toxicity.

Beneficial uses for the Sacramento River reach that contains the site (Colusa Drain to the I Street Bridge) are listed in Table 2-1.

Table 2-1: Beneficial Use

Beneficial Use	Sacramento River
Domestic Supply (MUN)	X
Agricultural Supply (AGR)—irrigation	X
Industrial (POW)—power supply	X
Water Contact Recreation (REC-1)	X
Non-Contact Water Recreation (REC-2)	X
Wildlife Habitat	X
Cold Fresh Water Habitat (COLD)	X
Warm Fresh Water Habitat (WARM)	X
Migration of Aquatic Organisms (MGR)—warm and cold water	X
Spawning, Reproduction and/or Early Development for Fish (SPWN)—warm and cold water	X
Navigation (NAV)	X
Source: California State Parks 2007	

Groundwater

West Sacramento is located within the southern portion of the Sacramento Valley Groundwater Basin, which stretches from Tehama County in the north to Solano and Sacramento Counties in the south, covering a total area of approximately 5,000 square miles. In 1987, groundwater withdrawals from municipal wells in West Sacramento totaled 94,980 acre-feet. This dropped when the COWS's new water treatment plant was completed and the COWS's domestic water was obtained from surface sources (Sacramento River). The COWS maintains its wells as emergency backup precautions. Areas not served by water mains still withdraw groundwater for domestic and agricultural purposes (COWS 2000). A site-specific groundwater investigation has not been conducted; however, potable water for the new facilities would be obtained from the COWS municipal supply.

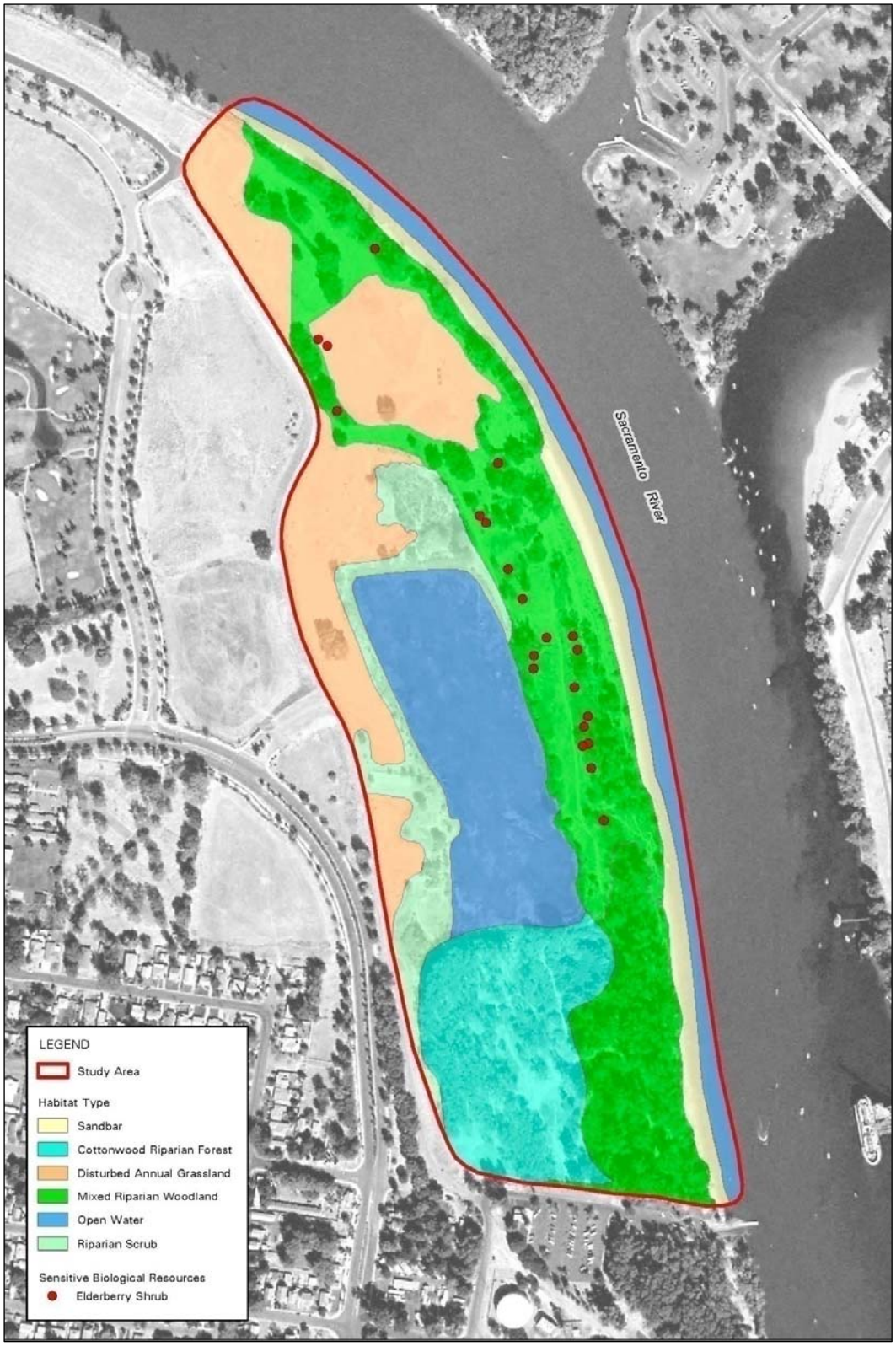
2.3.2 NATURAL RESOURCES

The vegetation at the East Riverfront property comprises a mixture of nonnative ruderal and native types that are representative of riparian areas along the Sacramento River. Extensive portions of the northern part of the property have been subject to past development and are barren or nearly devoid of vegetation. This includes areas with bare soil or hard surfaces (e.g., building foundations, pavement).

Four distinct vegetation alliances (equivalent to plant communities), as defined by the Sawyer/Keeler-Wolf (1995) classification system, can be identified in the project area. These are a Fremont Cottonwood Alliance, an Arroyo Willow Alliance, a Valley Oak Alliance, and a California Annual Grassland Alliance. Other vegetation types found on-site cannot be adequately described by the current Sawyer/Keeler-Wolf classification system. These are primarily ruderal areas dominated by nonnative species. Exhibit 2-2 shows the location and extent of habitat types on the East Riverfront property.

Fremont Cottonwood Alliance

This vegetation type is synonymous with the rare Great Valley Cottonwood Riparian Forest described by the California Department of Fish and Game (DFG). Fremont cottonwood (*Populus fremontii* ssp. *fremontii*) dominates the canopy of the Fremont Cottonwood Alliance. Other common constituents of the canopy include box elder (*Acer negundo* var. *californicum*), valley oak (*Quercus lobata*), and arroyo willow (*Salix lasiolepis*). The shrub layer and herbaceous layers are typically composed of poison oak (*Toxicodendron diversilobum*), California wild grape (*Vitis californica*), Himalayan blackberry (*Rubus discolor*), and numerous species of nonnative grasses and forbs. Native blue elderberry (*Sambucus mexicana*) occurs in a few locations on the edges of the Fremont Cottonwood Alliance. The Fremont cottonwood alliance occurs in a relatively narrow band that borders the Sacramento River. This vegetation has been affected in varying degrees by past land use practices and developments, resulting in loss of diversity and biological integrity. The greatest impacts are exhibited at the north end of the site, where this vegetation is limited to a narrow strip of very open canopy forest that lacks species diversity. In contrast, locations east of the pond support more diverse and more closed canopy vegetation



Source: EDAW 2004a; modified by AECOM in 2010

Habitat Types within the East Riverfront and CIRI Properties **Exhibit 2-2**

that is typical of a Great Valley Cottonwood Riparian Forest. The most pristine and greatest expanse of Great Valley Cottonwood Riparian Forest occurs on the CIRI property to the south of the East Riverfront and CIRI properties.

Arroyo Willow Alliance

This vegetation type is dominated by arroyo willow, with a scattering of other tree species such as Fremont cottonwood and valley oak in the typically open canopy. The shrub and herbaceous layers are sparse. Arroyo Willow Alliance is found on the upper slopes surrounding the large pond and in locations immediately south and north of the pond, where it intergrades with the Fremont Cottonwood Alliance.

Valley Oak Alliance

The Valley Oak Alliance occurs on the East Riverfront property as discontinuous, isolated stands dominated by valley oak. Most of these stands occur at the north end of the property. Common associates include California wild grape, Himalayan blackberry, and poison oak.

California Annual Grassland Series

Areas identified as California Annual Grassland on the East Riverfront property vary in species composition from site to site. Commonly encountered species include slender wild oat (*Avena barbata*), ripgut grass (*Bromus diandrus*), jointed charlock (*Raphanus raphanistrum*), and Bermuda grass (*Cynodon dactylon*). Some areas have little grass cover and can be described as ruderal. These are intermixed with areas that are more properly defined as California Annual Grassland, but have not been mapped separately because of the difficulty in assigning definitive boundaries.

Other/Ruderal Vegetation Types

Native blue elderberry occurs in small, often isolated clusters within the East Riverfront property. Exhibits 2-2 and 2-4 show the locations of blue elderberry shrubs previously mapped on the East Riverfront property by EDAW biologists (EDAW 2004a) and State Parks environmental scientists (California State Parks 2007). Blue elderberry is the host plant for the valley elderberry longhorn beetle (VELB), a species federally listed as threatened. Common associates of blue elderberry include California wild grape, Himalayan blackberry, and poison oak. Some of the elderberry stands are difficult to access because they are surrounded by dense, nearly impenetrable blackberry and wild grape vines.

The species composition of ruderal vegetation on the East Riverfront property varies from site to site, but is typically dominated by nonnatives. The most commonly encountered nonnative species include white sweetclover (*Melilotus alba*), storksbill (*Erodium botrys*), Italian ryegrass (*Lolium multiflorum*), California burclover (*Medicago polymorpha*), milk thistle (*Silybum marianum*), mustard (*Brassica* sp.), common vetch (*Vicia sativa*), and bull thistle (*Cirsium vulgare*).

Pure or nearly pure stands of the highly aggressive giant reed (*Arundo donax*) have become established in locations adjacent to the pond, especially at its south end. This noxious weed displaces other plant species, especially natives, and provides poor habitat for most native wildlife species.

The former JTS property has previously been graded and is currently fallow. Except for limited landscaped areas and a larger oak tree along the levee, it is unvegetated. The West Riverview property has been planted with ornamental cherry trees.

Wetlands and Other Waters of the United States

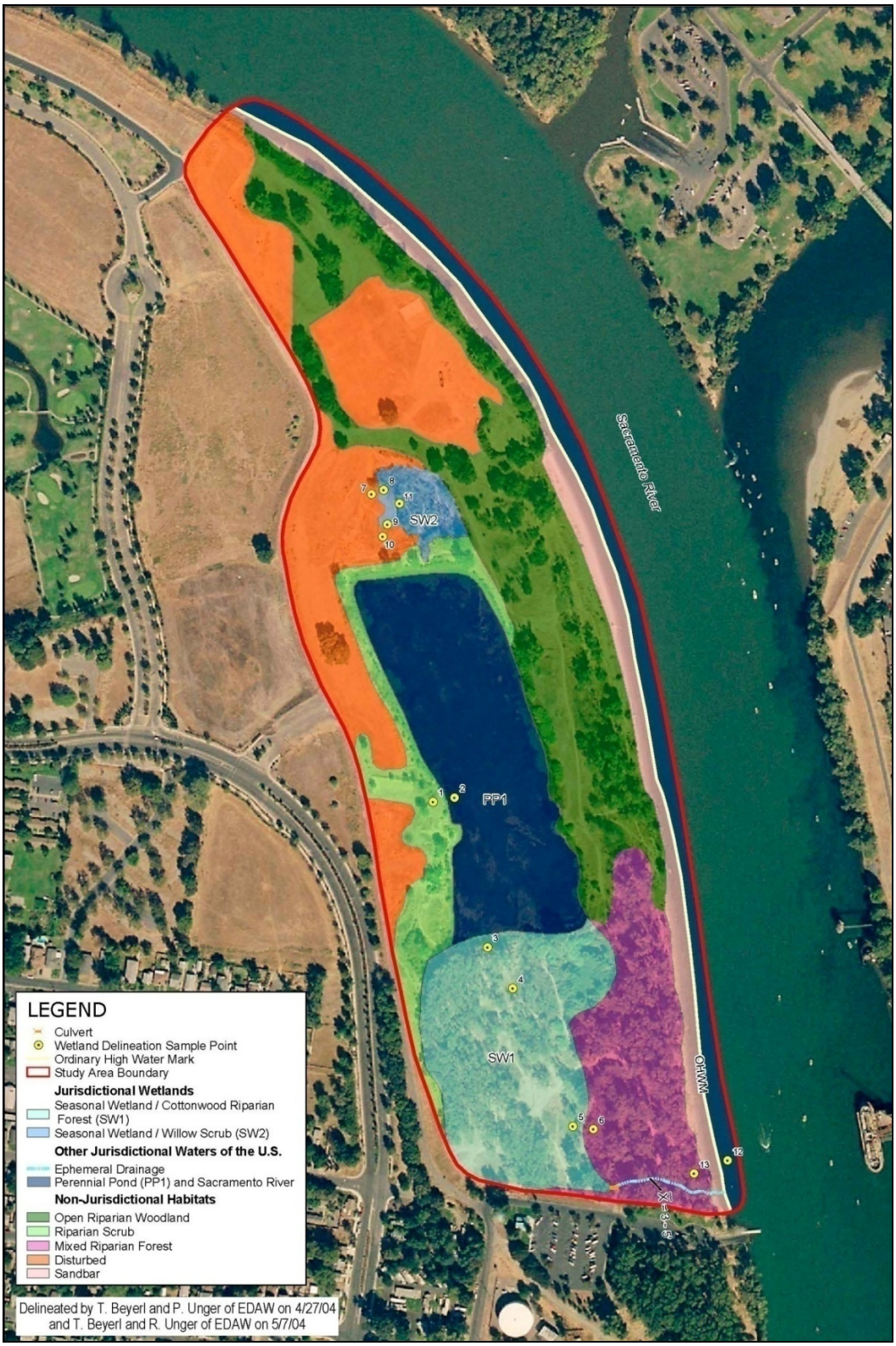
The East Riverfront property contains several types of potentially jurisdictional wetlands and other waters of the United States that are subject to USACE jurisdiction under Section 404 of the federal Clean Water Act (CWA) (EDAW 2004a). These areas subject to USACE jurisdiction include the riparian scrub north of the pond and the pond itself, which covers approximately 10.5 acres. Areas dominated by cottonwood riparian forest on the CIRI property to the south of the pond and an ephemeral drainage connecting to the Sacramento River, also on the CIRI property, also qualify as jurisdictional features. The Sacramento River, up to the ordinary high water mark, is a navigable water of the United States and is subject to USACE jurisdiction. The delineation of these wetlands is considered preliminary until verified by USACE. Exhibit 2-3 shows the location and extent of potential wetlands and other waters of the United States on the East Riverfront and adjacent CIRI property. No wetlands or other waters of the United State are present on the former JTS property or on the West Riverview property.

Wildlife Habitats

Wildlife habitats are classified using the DFG Wildlife Habitat Relationship (WHR) system. The East Riverfront property has been disturbed in the past and portions of the property remain in a disturbed state. Habitats found on the property include riverine, valley foothill riparian, valley oak woodland, and annual grassland. The tall cottonwood, valley oak, sycamore, and other trees in the riparian and valley oak woodland habitats are particularly important elements for wildlife at this site. The proximity to the Sacramento and American Rivers combined with the presence of large trees make this site valuable for nesting raptors and other bird species. The former JTS property provides very limited wildlife habitat values, due to its disturbed nature and lack of natural vegetation. The West Riverview property also provides limited wildlife habitat values, due to its lack of natural vegetation.

Sensitive Biological Resources

Sensitive biological resources include those that are afforded special protection under local, state and federal laws and regulations including but not limited to CEQA, DFG code, the California Endangered Species Act (CESA), the Porter-Cologne Water Quality Control Act (Porter-Cologne Act), the federal Endangered Species Act (ESA), and the Migratory Bird Treaty Act (MBTA). Sensitive biological resources include sensitive natural communities and special-status species.



Source: EDAW 2004a; modified by AECOM in 2010

East Riverfront and CIRI Properties Wetland Delineation **Exhibit 2-3**

Sensitive Natural Communities

Sensitive natural communities may be of special concern to resource agencies and conservation organizations for a variety of reasons, including their local or regional decline, or because they provide important habitat to common and special-status species. Many of these communities are tracked in DFG's California Natural Diversity Database (CNDDB), a statewide inventory of the locations and conditions of the state's rarest plant and animal taxa and vegetation types. Elimination or substantial degradation of these communities would constitute a significant impact under CEQA. The Fremont Cottonwood Alliance, Arroyo Willow Alliance, and wetlands and other waters of the United States described above all qualify as sensitive natural communities. Although elderberry can be found scattered throughout the site, none of these occurrences satisfies the definition of an elderberry savanna, a sensitive natural community type defined by DFG. However, the elderberry shrubs on the site would still be considered sensitive, and therefore subject to regulations by the resource agencies (e.g., USFWS), because they provide suitable habitat for VELB as described above.

Special-Status Species

Special-status species are defined as species that are legally protected or otherwise considered sensitive by federal, state, or local resource agencies. Special-status species are species, subspecies, or varieties that fall into one or more of the following categories, regardless of their legal or protection status:

- species officially listed by the State of California or the federal government as endangered, threatened, or rare;
- candidates for state or federal listing as threatened or endangered;
- taxa (i.e., taxonomic categories or groups) that meet the criteria for listing, even if not currently included on any list, as described in Section 15380 of the State CEQA Guidelines;
- species identified by DFG as species of special concern;
- species afforded protection under local planning documents; and
- taxa considered by the California Native Plant Society (CNPS) to be "rare, threatened, or endangered in California" (typically list 1 and 2 species).

State Park staff determined the potential for special-status species to occur on the site by conducting a database search of the CNDDB and a record search of CNPS's Inventory of Rare and Endangered Plants of California. Known occurrences of special-status species in the region were then compared to habitat types present on-site to determine the site's potential to support special-status species. In the spring and summer of 2007, State Parks environmental scientists conducted reconnaissance surveys of the site (California State Parks 2007). In the summer of 2010, State Parks environmental scientists conducted a focused bird survey of the East Riverfront property (California State Parks 2010).

Special-Status Plants with Potential to Occur on the Site

The CNDDB and CNPS database searches included previously documented occurrences of two special-status plant species for the Sacramento West and Sacramento East quads. These species are rose-mallow (*Hibiscus lasiocarpus*) and Sanford's arrowhead (*Sagittaria sanfordii*). Neither of these species is currently known to occur within, or in the immediate vicinity of, the project area. A third species, northern California black walnut (*Juglans hindsii*), was reported to occur along the Sacramento River near the town of Locke; this population has since been extirpated. No focused special-status plant surveys have been conducted on the East Riverfront or adjacent properties, but marginally suitable habitat exists for rose-mallow and Sanford's arrowhead on the East Riverfront and CIRI properties. Each of these species is briefly described below.

Rose-mallow (*Hibiscus lasiocarpus*) is a perennial herb that grows in freshwater aquatic habitats, including areas defined as sloughs. The plant is on CNPS List 2 (plants that are rare, threatened, or endangered in California but more common elsewhere). Rose-mallow blooms from June through September. Although widespread, most occurrences in the state are very small. The pond may provide marginally suitable habitat for this species. The nearest known location for rose-mallow is adjacent to Interstate 80 and West El Camino Avenue.

Sanford's arrowhead (*Sagittaria sanfordii*) is an emergent perennial herb that occupies freshwater marshes and swamps with slow-moving or standing water. The plant is on CNPS List 1B (plants that are rare, threatened, or endangered in California and elsewhere). Sanford's arrowhead blooms from May through October. It has been extirpated from southern California and mostly extirpated from the Central Valley. The closest reported occurrences are a few miles away along the American River near California State University Sacramento and Cal Expo. The pond may provide marginally suitable habitat for this species. The Sacramento River would not be considered suitable habitat for this species because of the swiftness of the current and scouring caused by high winter flows.

Animal Life

The project area provides habitat for many native wildlife species, including deer, skunk, and a multitude of birds. Some of the common bird species observed on the site include wood duck (*Aix sponsa*), Bewick's wren (*Thryomanes bewickii*), house wren (*Troglodytes aedon*), yellow-billed magpie (*Pica nuttalli*), belted kingfisher (*Ceryle alcyon*), black phoebe (*Sayornis nigricans*), white-breasted nuthatch (*Sitta carolinensis*), Anna's hummingbird (*Calypte anna*), spotted towhee (*Pipilo maculates*), orange-crowned warbler (*Vermivora celata*), and bushtit (*Psaltriparus minimus*). Many of these species nest on the site. State Parks environmental scientists observed great egret (*Ardea alba*), snowy egret (*Egretta thula*), great blue heron (*Ardea Herodias*), green heron (*Butorides virescens*), black-crowned night-heron (*Nycticorax nycticorax*), and double-crested cormorant (*Phalacrocorax auritus*) on the site, but no rookeries were documented during focused bird surveys conducted in spring and summer 2010. Seven species of neotropical migrant birds were seen fairly regularly, mainly as stop-over visitors; some probably nested on the site. These species included Wilson's warbler (*Wilsonia pusilla*), yellow-rumped warbler (*Dendroica coronate*), black-headed grosbeak (*Pheucticus*

melanocephalus), western tanager (Piranga *ludoviciana*), ash-throated flycatcher (*Myiarchus cinerascens*), Pacific-slope flycatcher (*Empidonax difficilis*), and western kingbird (*Tyrannus verticalis*).

Special-Status Wildlife Species

Table 2-2 lists the special-status wildlife species that are known to occur or could potentially occur on the CIHC site, based on database searches, literature review, and reconnaissance surveys. Sensitive species that have been previously recorded on-site or were observed during field surveys conducted for this study are described in more detail below.

Table 2-2: Special-Status Wildlife with Potential to Occur on the CIHC Project Site[1]

Type	Species	Common Name	Status[2]	Probability in Project Area
Fish	*Acipenser medirostris*	Green sturgeon	FC, CSC, AFSE	Potential
	Oncorhynchus mykiss	Steelhead—Central Valley	FT	Potential
	Oncorhynchus tshawytscha	Chinook salmon—Central Valley spring-run	FT, CT, FSS	Potential
	Oncorhynchus tshawytscha	Chinook salmon—winter run	FE, CE	Potential
	Oncorhynchus tshawytscha	Chinook salmon—Central Valley fall/late fall-run	FC, CSC, FSS	Potential
	Hypomesus transpacificus	Delta smelt	FT	Potential
	Pogonichthys macrolepidotus	Sacramento splittail	CSC	Potential
	Archoplites interruptus	Sacramento perch	CSC	Potential
Amphibian	*Spea hammondii*	Western spadefoot toad	FSC	Unlikely
Reptiles	*Emys (=Clemmys) marmorata marmorata*	Northwestern pond turtle	CSC, CFP, FSS	Present
	Phrynosoma coronatum frontale	California horned lizard	CSC, CP	Unlikely
	Thamnophis gigas	Giant garter snake	FT, CT	Potential
Birds	*Accipiter striatus*	Sharp-shinned hawk	CSC	Potential/winter
	Accipiter cooperi	Cooper's hawk	CSC	Present
	Buteo swainsoni	Swainson's hawk	CT, FSS	Present
	Buteo regalis	Ferruginous hawk	CSC, BLM	Potential/winter
	Aquila chrysaetos	Golden eagle	CSC, CFP, BLM	Potential
	Elanus leucurus	White-tailed kite	CFP	Present
	Haliaeetus leucocephalus	Bald eagle	CE, CFP	Potential
	Circus cyaneus	Northern harrier	CSC	Present
	Pandion haliaetus	Osprey	CSC	Potential

Table 2-2: Special-Status Wildlife with Potential to Occur on the CIHC Project Site[1]

Type	Species	Common Name	Status[2]	Probability in Project Area
	Falco columbarius	Merlin	CSC	Potential/winter
	Falco peregrinus anatum	American peregrine falcon	CE, CFP	Potential
	Falco mexicanus	Prairie falcon	CSC	Potential
	Grus canadensis tabida	Greater sandhill crane	CT, CFP, FSS	Unlikely/winter
	Larus californicus	California gull	CSC	Potential
	Coccyzus americanus occidentalis	Western yellow-billed cuckoo	FC, CE, FSS	Unlikely
	Athene cunicularia hypugaea	Western burrowing owl	CSC	Potential
	Melanerpes lewis	Lewis' woodpecker	FSC	Potential/winter
	Picoides nuttallii	Nuttall's woodpecker	Local Concern	Present
	Progne subis	Purple martin	CSC	Potential
	Riparia riparia	Bank swallow	CT	Potential
	Baeolophus inornatus	Oak titmouse	Local Concern	Present
	Lanius ludovicianus	Loggerhead shrike	CSC	Potential
	Dendroica petechia brewsteri	Yellow warbler	CSC	Potential
	Agelaius tricolor	Tricolored blackbird	CSC, BLM	Potential
	Pica nutallii	Yellow-billed magpie	Local Concern	Present
Mammals	*Corynorhinus townsendii townsendii*	Townsend's western big-eared bat	CSC, FSS, BLM	Potential
	Antrozous pallidus	Pallid bat	CSC, FSS	Potential
	Mytois yumanensis	Yuma myotis	BLM	Potential
Insects	*Desmocerus californicus dimorphus*	Valley elderberry longhorn beetle	FT	Present

Notes:
[1] Based on field surveys and California Natural Diversity Database and U.S. Fish and Wildlife Service species lists for four U.S. Geological Survey 7.5-minute quadrangles: Rio Linda, Sacramento East, Sacramento West, and Taylor Monument.
[2] Status Codes: AFSE = American Fisheries Society Endangered; AFST = American Fisheries Society Threatened; BLM = U.S. Bureau of Land Management Sensitive; CE = California Endangered; CFP = California Fully Protected; CP = California Protected; CR = California Rare; CSC = California Species of Special Concern; CT = California Threatened; FE = Federal Endangered; FC = Federal Candidate; FT = Federal Threatened; FSS = U.S. Forest Service Sensitive.
Source: California State Parks 2007; EDAW 2004b

The Sacramento River is home to a diverse assemblage of native fish, many of which are listed as threatened or endangered, or are species of concern. Table 2-2 lists the sensitive fish species that could be present in the river adjacent to the proposed CIHC site. None of these species are

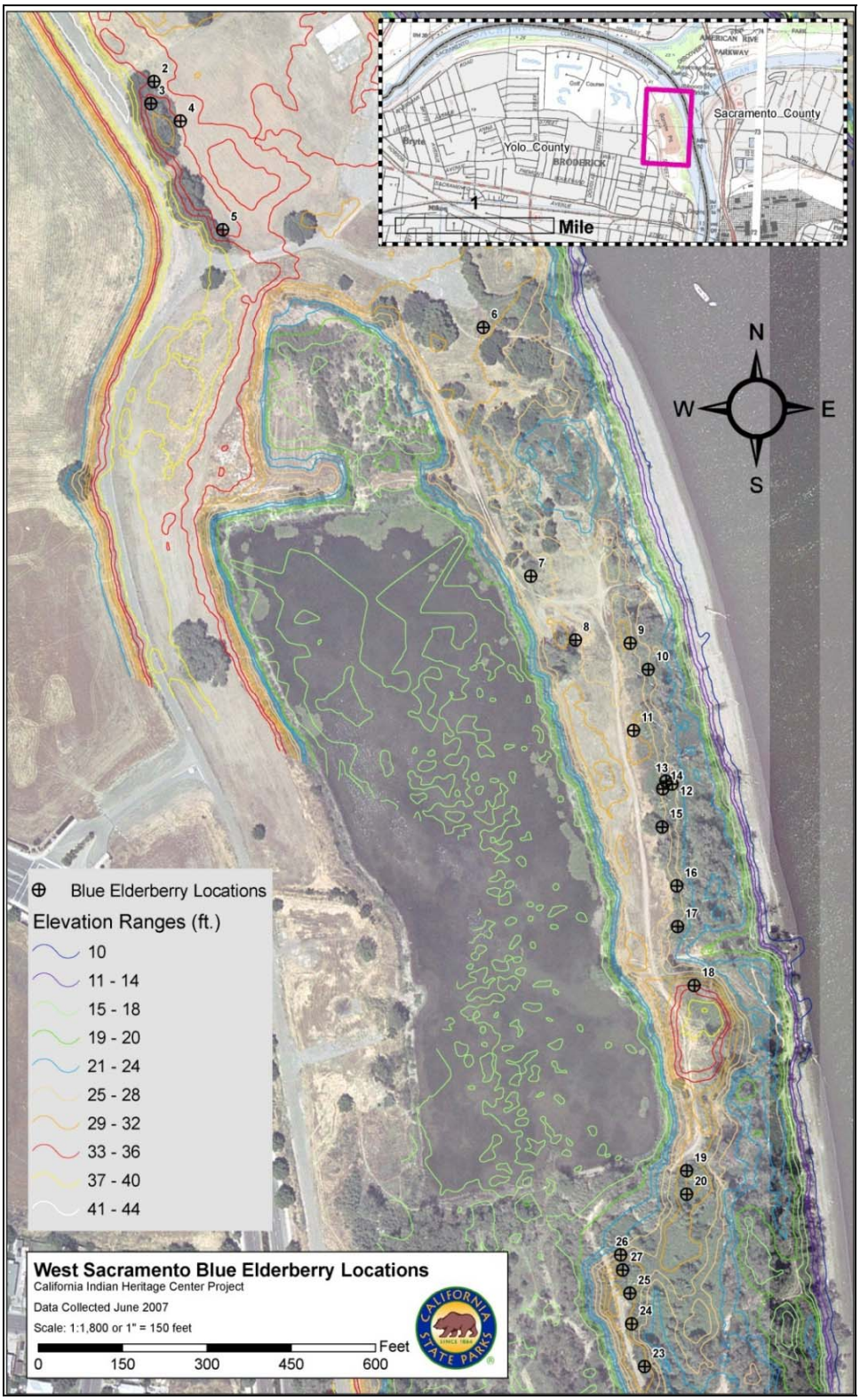
expected to naturally occur in the pond, as the pond is an artificially created borrow pit with no direct surface connection to the Sacramento River, except during very high river flows.

VELB (*Desmocerus californicus dimorphus*) is a wood borer that spends most of its life in the larval stage, living within the stems of an elderberry plant. Females lay their eggs on the bark of the elderberry plant, then larvae hatch and burrow into the stems. The larval stage may last 2 years, after which the larvae enter the pupal stage and transform into adults. Adults are active from March to June, feeding and mating. VELB is found in the increasingly rare remaining riparian forests of California's Central Valley, where it is completely dependent on its host plant, blue elderberry (USFWS 1999). The CNDDB contains a record for this species on the property. Surveys of the East Riverfront and CIRI properties, conducted by EDAW biologists in 2004 and by State Parks environmental scientists in 2007, located and mapped blue elderberry plants in the project area (Exhibits 2-2 and 2-4). Several of the elderberry plants contained beetle exit holes. This species is assumed to be present in the project area.

VELB is in long-term decline due to human activities that have resulted in widespread alteration and fragmentation of riparian habitats, and to a lesser extent, upland habitats, which support the beetle (USFWS 2005).

Swainson's hawk (*Buteo swainsoni*) is state listed as threatened and is known to nest along the Sacramento River near the CIHC site. The closest nest site recorded in the CNDDB (2008) is across the river just north of Discovery Park; a distance of approximately 0.25 miles. During surveys conducted in the spring of 2007, State Parks environmental scientists observed a pair of Swainson's hawks foraging over and perching on the East Riverfront property. A third individual Swainson's hawk was observed soaring high over the property and interacting with one of the resident birds, indicating there are potentially more than one pair of Swainson's hawks near the project site. One of the Swainson's hawks was seen repeatedly diving on a large number of wood ducks in the pond. In 2010, State Parks environmental scientist observed a single active Swainson's hawk nest, which produced two offspring, just south of the East Riverfront project boundary on the CIRI property (California State Parks 2010). This nest is within 0.5 miles of the proposed heritage center location and immediately adjacent to the planned restoration around the pond. The riparian forest on the East Riverfront and CIRI properties provides additional suitable nesting habitat that could support future nesting efforts.

Swainson's hawks arrive in California's Central Valley from their wintering grounds in Argentina in March or early April and breed in stands with few trees in juniper-sage flats, riparian areas, and in oak savannah in the Central Valley (Zeiner et al. 1990). Swainson's hawks are locally common to rare breeders in California, with the majority of known territories located in the Central Valley and Great Basin bioregions. In the Central Valley, Swainson's hawk nest sites are strongly associated with riparian forest vegetation because of the availability and distribution of suitable nesting trees near high-quality foraging habitat (Woodbridge 1998). Swainson's hawks are currently absent from much of their historic breeding range in the central and southern portions of California, and may have declined by as much as 90%. Population declines are largely due to loss of nesting habitat in mature riparian forest, loss or adverse modification of



Source: California State Parks 2007

Blue Elderberry Locations at the CIHC Site **Exhibit 2-4**

high-quality foraging habitat, and high mortality due to pesticide use on migration route and wintering areas (Woodbridge 1998).

A number of other nesting raptor species have been observed in or near the project area including northern harrier, white-tailed kite, red-shouldered hawk, red-tailed hawk, Cooper's hawk, and American kestrel. Other raptor species could be present as well. Large trees on-site provide an abundance of potential nesting sites for raptors and other birds compared to the relatively developed areas surrounding the site. Raptors and their nests are protected by the California Fish and Game Code (Section 3503.5).

State Parks environmental scientists observed a single northwestern pond turtle (*Emys* [=*Clemmys*] *marmorata marmorata*) during 2007 surveys basking on a log in the Sacramento River adjacent to the CIRI property. Observations of turtles along this stretch of the Sacramento River almost always result in 100% detections of red-eared sliders, an aggressive nonnative competitor for basking sites and other resources. This single northwestern pond turtle may have been moving through the area from known population sites elsewhere. Northwestern pond turtles were observed in the pond during 2004 site visits by EDAW biologists. Northwestern pond turtles are still locally common in some areas; therefore, management to benefit northwestern pond turtles could potentially be successful at this location. Control of red-eared sliders in and adjacent to the property could benefit northwestern pond turtles on the project site.

The northwestern pond turtle is a subspecies of the western pond turtle that has experienced large population declines and disappeared from many areas where they previously occurred in the Central Valley of California (Germano and Bury 2001; Jennings and Hayes 1994). In California, this species inhabits rivers and shallow lakes, human-made canals and sewage ponds, and marsh habitats.

Restoration Potential for the Proposed CIHC Site

The proposed CIHC site offers excellent opportunities for riparian habitat enhancement and restoration along the Sacramento River. Blue elderberry, the host plant of VELB, occurs as a component of several of the habitat types on-site. Management to increase the health and abundance of elderberries at the site is feasible. The pond provides opportunity to remove invasive weeds, restore native plants, remove trash, and increase the structural diversity of the site to provide more suitable forage and cover for a variety of wildlife species. In 2007, during a site visit, State Parks environmental scientists observed feral cats, one potentially feral dog and evidence of fire from a human camping site. Establishment of this property as a State Park land would reduce potential negative impacts from these factors on local wildlife species and would benefit natural habitats.

2.3.3 CULTURAL RESOURCES

This section provides an overview of the prehistoric, ethnographic and historic era cultural resources that have been documented in the CIHC project area. Cultural resources may include

archaeological traces such as early Native American occupation sites and artifacts, historic-era buildings and structures, and places used for traditional Native American observances or with special cultural significance. These materials and sites can be found at many locations on the landscape, and along with prehistoric and historic human remains and associated grave-goods, are protected under CEQA.

Prehistoric Archaeology

The earliest well-documented entry and spread of humans into California occurred at the beginning of the Paleo-Indian Period (12,000–8000 Before Present [B.P.]). Social units are thought to have been small and highly mobile. Sites have been identified in the contexts of ancient pluvial lake shores and coast lines evidenced by such characteristic hunting implements as fluted projectile points and chipped stone crescent forms. Prehistoric adaptations over the ensuing centuries have been identified in the archaeological record by numerous researchers working in the area since the early 1900s, as summarized by Fredrickson (1974) and Moratto (1984).

Beardsley (1948), Heizer and Fenenga (1939), and others conducted numerous studies that formed the core of our early understanding of upper Central Valley archaeology. Little has been found archaeologically that dates to the Paleo-Indian or the subsequent Lower Archaic Periods (8000–5000 B.P.). However, archaeologists have recovered substantial data from sites occupied by the Middle Archaic Period (5000–3000 B.P.). Sites from earlier periods may be lacking in the archaeological record because of the dynamic nature of the landscape. With constantly shifting river channels, many sites were likely destroyed or left deeply buried and inaccessible. During the Middle Archaic Period, the broad regional patterns of foraging subsistence strategies gave way to more intensive procurement practices. Subsistence economies were more diversified, possibly including the introduction of acorn processing technology. Human populations were growing and occupying more diverse settings. Permanent villages that were occupied throughout the year were established, primarily along major waterways. The onset of status distinctions and other indicators of growing sociopolitical complexity mark the Upper Archaic Period (3000–1500 B.P.): exchange systems become more complex and formalized and evidence of regular, sustained trade between groups was seen for the first time.

Several technological and social changes characterized the Emergent Period (1500–150 B.P.). The bow and arrow were introduced in California, ultimately replacing the dart and atlatl. Territorial boundaries between groups became well established. It became increasingly common that distinctions in an individual's social status could be linked to acquired wealth. Exchange of goods between groups became more regularized with more goods, including raw materials, entering into the exchange networks. In the latter portion of this period (500–150 B.P.), exchange relations became highly regularized and sophisticated. The clamshell disk bead became a monetary unit for exchange, and increasing quantities of goods moved greater distances. It was during the latter portion of this period that Euro-American contact with Native peoples became commonplace. However, traditional lifeways remained largely unchanged until introduced diseases and dramatic Euro-American population increases (precipitated largely by the Gold Rush) forever changed Native cultures.

Ethnographic Context

Ethnographically, the site is located at the boundary between the Patwin to the west and the Nisenan to the east. During later prehistoric times, both groups likely used the landscape within and near the site, but by the early historic era, ethnographic observations defined the Sacramento River as the main physical boundary between the traditional territories of the two Native groups.

Patwin

The CIHC project site is situated within the ethnographic territory of the Patwin, a series of linguistically and culturally related tribelets who occupied a portion of the lower Sacramento Valley west of the Sacramento River and north of Suisun Bay. Major sources of information on these groups include the works of Bennyhoff (1977); Johnson (1978); Kroeber (1925, cited in Levy 1978); McKern (1922); Powers (1877); and Maloney (1944). Use of the Patwin language extended southward to the delta of the Sacramento–San Joaquin river system. There were apparently numerous dialects, some of which were historically recorded including the Hill, River, Cache Creek, Lake, Tebti, Dahcini and Suisun (Shipley 1978:82–83).

The term "Patwin" was a word used by several tribelets to denote their general identity but never referred to any unified socio-political construct. Powers (1877) was the first to use the name to in relation to the broad linguistically associated populations residing in the western Central Valley. Although sharing a Wintuan linguistic foundation and other traits, the Wintu (inhabiting the northwestern Central Valley), the Nomlaki (living in the central area of the western Central Valley), and the Patwin to the south were culturally distinct. The Patwin were politically organized into tribelets that consisted of one primary and several satellite villages. Each tribelet maintained its own autonomy and sense of territoriality. Villages were located along waterways, often near the juncture with another major topographic feature such as foothills or another waterway. Structures within these villages usually consisted of earth covered, semi subterranean structures with an elliptical (River Patwin) or circular (Hill Patwin) form (Kroeber 1932). All except the individual family dwellings were built with the assistance of everyone in the village. Ethnographic accounts indicate that one's paternal relatives built single-family homes within the village (Shipley 1978:357-358).

Patwin territory included abundant water sources that supported a wide variety of animal life available for hunters, including Tule elk, deer, antelope, bear, various species of duck, geese, turtles and other small animals. While hunting and fishing were clearly important subsistence activities for the Patwin, as with many Native American groups throughout the region, their primary staple food was the acorn. Hill and mountain oak species of valley oak acorns were utilized. The oak groves themselves were considered as "owned" communally by the particular tribelet. As with the oak groves, particularly fruitful tracts of seed-bearing lands were controlled by individual families or the tribelets themselves (Johnson 1978:355–357).

In general, Patwin lifeways remained unchanged for centuries. However, with the sustained arrival of Euro-American populations in the early decades of the 19th century, traditional cultural norms were rapidly affected. Although some degree of missionization of the population

occurred in the 1820s, it wasn't until the malarial and smallpox epidemics of the early and late 1830s that the Patwin were severely impacted. The subsequent arrival of farmers, entrepreneurs, and would-be miners in the 1840s and 1850s resulted in further marginalization of the Patwin. By the latter years of the 19th century, most had been either assimilated into the predominant Euro-American culture or confined to small reservations established by the U.S. government. Today, however, the Patwin community is thriving and is centered around three remaining land holdings: the Colusa, Cortina, and Rumsey rancherias.

Nisenan

The Nisenan are generally divided into three main groups: the Northern Hill Nisenan, Southern Hill Nisenan, and the Valley Nisenan (Wilson and Towne 1978:387). The Valley Nisenan is the subgroup that would have occupied the plan area before European contact.

Valley Nisenan located their permanent settlements along the river banks on elevated natural levees near an adequate supply of food and water, in fairly open terrain. Villages consisted of tribelets of small extended families consisting of 15 to 25 individuals, to larger communities with over 100 people. Usually one large village played an important role in the social-political organization of a particular area. While the hereditary position of a headman was appointed for each village, very little authority was directly attributed to this individual without the support of the villagers and the shamans (Wilson and Towne 1978:393).

Valley Nisenan were well adapted to their riverine environment, utilizing the tule root as their main staple. Other subsistence resources included acorn and buckeye, which required extensive preparation. Salmon, eels, and game were eaten fresh or preserved by drying. When dried, these resources were pulverized and stored for use during the winter in soups or cakes (Wilson and Towne 1978:389-390).

As with neighboring Patwin groups, the influx of Euro-Americans into traditional native lands during the Gold Rush era reduced the population through introduced disease and violent relations with the miners, ranchers, and farmers. By the latter decades of the 1800s, former miners and newly arrived farmers fully settled the Sacramento Valley, thoroughly displacing the native population. Despite a long history of population decline and marginalization, descendants of the early Nisenan survive today and are reinvesting in their traditional culture and lifeways.

Eastern/Plains Miwok

The Plains Miwok historically occupied the lower Sacramento River Valley from just north of the Consumnes River south to and including the lower San Joaquin River drainage, consisting of the western ends of the Mokelumne River and Jackson Creek. This area is roughly bounded by Sacramento on the north and Stockton to the south. This northern boundary may not have been as firm as indicated in the ethnographic literature, since archaeological evidence along the Consumnes River suggests that the Nisenan may have displaced the Miwok in this region during the late Phase II (Grantham 1993; Deis 1994).

While the Plains Miwok shared a common language and cultural background, they consisted of a number of separate and politically independent nations or tribelets. Each tribelet consisted of a number of permanently inhabited and seasonally occupied locales, with control of the natural resources contained within a bounded area (Levy 1978:398).

Subsistence targeted a broad spectrum of flora and faunal resources. Of the plant species, the valley oak was the most valued, with buckeye, laurel, and hazelnut also used. Wild oats and balsam root, several species of edible roots, and greens such as wild pea and miner's lettuce, berries, and a number of different mushroom varieties were consumed. Tule elk and pronghorn antelope were the most important faunal species. Various species of rabbit were hunted in the summer. Waterfowl and fish, especially salmon, were extremely important food sources for the Plains Miwok (Aginsky 1943:397-398, cited in Levy 1978:403).

Spanish expeditions to the Sacramento–San Joaquin Valley in the latter 18th century had first contact with indigenous populations in the westernmost, delta portions of the territory. Several names of Native Americans appear in the *Book of Baptisms* of Mission San Jose in 1811, indicating that these raids resulted in the acquisition of native peoples. Apparently, tribelets became united and allied with Yokuts groups to the south in an attempt to resist incursions by the Mexican military. Such efforts, however, were relatively short-lived and the Miwok, like their Nisenan and Patwin neighbors, were unable to hold back Euro-Americans especially following the epidemics of the 1830s and Gold Rush of the 1840s and 1850s. During this period some, like the *Ochehamne* tribelet of the Plains Miwok, were employed by John Sutter at his fort in Sacramento or for mining operations in the foothill goldfields to the east (Levy 1978:401).

By the early years of the 20th century, Eastern/Plains Miwok populations had declined drastically with only several hundred claiming descent by 1910 (Kroeber 1925, cited in Levy 1978:402). Although population numbers are difficult to assess, the Eastern/Plains Miwok, along with the Nisenan and Patwin, are enjoying a renaissance not only in their population numbers, but also in their economic, social, and political influence in California.

Historic-Context

The following overview was taken, with modifications, from the *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) for the CIHC and *Phase 1 Development Archaeological Survey Report* (Wulzen 2009).

The CIHC plan area is located within the former *Rancho Nueva Flandria* land grant, which was awarded to John Schwartz in 1845. Schwartz was a Dutch immigrant who came to California with the Bidwell-Bartleson Party in 1844. He sold 600 acres of the grant to James McDowell in 1846, who settled on the land with his wife and daughter. In 1850, a year after McDowell's death, his wife, Margaret, hired a surveyor to map 160 acres of land around her home, creating a town she called Washington. The following year Margaret married Dr. Enos Taylor, and together they began selling lots in the new city (West Sacramento Historical Society 2004:7–9).

The principal economic endeavor in Washington around this time consisted of agricultural pursuits, although the township also housed a salmon cannery (Pacific Coast, Hapgood, Hume and Company) and a shipyard. One of the first ship-building companies to open its doors for business in the town of Washington was the California Steam Navigation Company in 1859. The California Transportation Company took over the shipyard in 1872 and entered the profitable business of local river transportation. The venture changed its name to the Sacramento Transportation Company in 1879 when more steamers and barges were added (McGowan 1961:304–305). By 1880, 1,555 residents resided in Washington. During this period, the salmon industry grew into a multimillion dollar industry consisting of 20 canneries operating along the Sacramento River, with a total production of 200,000 cases per year. However, over time, salmon canning gradually declined largely due to heavy siltation of the Sacramento River (a result of hydraulic mining) (West Sacramento Historical Society 2004:7).

The arrival of the Central Pacific Railroad (later Southern Pacific) in Sacramento a few years earlier resulted in great economic commerce for that city. Although it was the terminus of the Vallejo line for the California Pacific Railroad by 1868, the rail line's construction of a junction in Davisville (now the City of Davis) that same year diverted traffic from Washington. The town's importance as a transportation hub declined although it retained its agricultural economy. In 1889, Washington received a post office. To avoid confusion with a town in Nevada of the same name, the name of the town changed to Broderick in the late 1800s.

Broderick, like nearby Sacramento, was plagued by periodic flooding and the construction of levees along the Sacramento River became a necessity. By 1905, a levee was constructed from north of what would later become the community of Bryte (located immediately west of Broderick), downriver to well past Broderick (Wulzen 2009:2). Recurring flooding had been the cause of the changes in the location of the county seat, which changed from Fremont to Washington (Broderick) in 1851 to Cacheville and back again to Broderick.

Over the ensuing years, the town of Broderick remained a small agricultural-based community across the river from larger Sacramento. In 1911, the West Sacramento Land Company laid electric rail links to downtown Sacramento and cleared land for what they hoped would become large-scale developments with accompanying population growth. It was around this time that the community of Bryte was founded north of Broderick by a San Francisco real estate company. The company purchased and subdivided part of a ranch (Bryte Ranch), initially calling the community Riverbank. By the end of 1912, 430 lots were sold. Some of the first residents were railroad workers; however, the early community consisted primarily of immigrant farmers. Italians, Portuguese, Russians, and Japanese were attracted to the area by the promise of cheap fertile land. The citizens of Riverbank changed the name of the town to Bryte when they opened a post office and discovered they would be confused with the community of Riverbank in Stanislaus County (Wulzen 2009:2).

Throughout most of the 20th century, the community of Bryte remained relatively small with little commercial development. Not until 1987 did the town of Broderick, along with nearby Bryte and Southport (another small satellite community) join together to become West

Sacramento (West Sacramento Historical Society 2004:113). By the end of the 20th century, the city of West Sacramento had slowly grown to over 34,000 residents. The city has continued to develop in recent years to include additional city parks, improved infrastructure, affordable housing, and a Pacific Coast AAA minor league baseball team (West Sacramento Historical Society 2004:113).

Research and Survey Results

Cultural resources investigations for the CIHC site included background research and cultural resources surveys conducted in 2007 and 2008 by State Parks archaeologists and historians. Methods and results of these investigations are described in the report entitled *Archaeological Services Report for the CIHC Master Plan and Phase Development* (Wulzen 2009). For the survey report, research was initiated with a records search conducted by the Northwest Information Center (NWIC) of the California Historic Resources Information System, Northern Service Center, and Archaeology, History and Museums Division State Parks files in April 2006. A number of previously conducted cultural resources investigations were noted as having occurred within the CIHC plan area. These investigations are listed in Table 2-3.

Table 2-3: Previous Cultural Resources Investigations within the CIHC Site

Report Title	Author	Date
River Bend Archaeological Reconnaissance	Holman	1984
Cultural Resource Assessment of the Lighthouse Marina Project, Broderick	Peak & Associates	1985
Archaeological Reconnaissance of the Lighthouse Marina Project Area, Near Broderick	McGuire and Jobson	1985
Cultural Resources Survey, Sacramento River Navigation Improvement Disposal Action	Weaver	1985
Archaeological Inventory and Determination of Effect for the City of West Sacramento Riverfront Improvements Project	Jones & Stokes (now ICF)	1996
Archival and Historic Literature Research on Select Obstructions to Navigation in the Sacramento River	Allan	2002
Cultural Resource Inventory and Evaluation for the Proposed Raley's Landing Project	EDAW (now AECOM)	2005

Source: Wulzen 2009

The records search results indicated no previously recorded prehistoric or historic-era cultural resources have been documented within the CIHC site. The Northwest Information Center (NWIC) reported three prehistoric archaeological sites within a 1.5 mile radius of the site; these sites include:

- CA-YOL-24 – Recorded as a prehistoric mound, this site is located about 1.5 miles west of the CIHC, on the south (west) bank of the Sacramento River. This site was not revisited in relation to Wulzen's 2009 investigation and no further information is presently available.

- CA-YOL-25 – This site, originally documented as a mound, is situated approximately 1,800 feet northwest of the CIHC on the south (west) bank of the Sacramento River. This site could not be relocated during archaeological surveys conducted by Holman (1984, cited in Wulzen 2009:2), and Peak and Associates (1985, cited in Wulzen 2009:2). It may have been destroyed or covered over by development activities or is otherwise not accessible for further documentation and research.

- CA-YOL-27 – Human remains have been documented at this habitation and burial site located about one-half mile to the south of the CIHC. Repeated subsurface utility work in the area frequently encounters midden soils, artifacts, and indications of human burials at this site (Eddy and McIvers 1989; Carpenter 2009, cited in Wulzer 2009:2). Recorded as a mound site, it is situated on an elevated landform in the heart of the present-day Broderick section of West Sacramento.

Although no prehistoric archaeological materials, features, or sites have been identified within or in the immediate vicinity of the CIHC (Wulzen 2009), the area remains highly sensitive for containing such resources and early Native American human remains. The construction of the adjacent levee and in-filling in the CIHC project area and surrounding vicinity may have obscured evidence for prehistoric and historic-era cultural resources if they once existed at the proposed CIHC location. As demonstrated by CA-YOL-27, if there was a natural rise in the area (which appears certain) it may contain additional archaeological sites or human remains. Such resources could be found at greater depths up to 10 feet or more below the current grade.

One historic-era resource, the remains of historic ship building operations, was identified by EDAW (now AECOM) in 2005 during field assessments conducted approximately one-half mile south of the CIHC site. Review of cultural resources registers and catalogues indicated that five resources within a .75-mile vicinity of the plan area are listed on the National Register of Historic Places, and as such, are also included on the California Register of Historical Resources. These resources consist of the Tower Bridge, I Street Bridge, the Old Sacramento Historic District, First Pacific Coast Salmon Cannery Site, and the Delta King River Steamboat (EDAW 2005:1). Old Sacramento is also listed as a National Historic Landmark District.

The 2005 EDAW investigations also identified remains associated with the Sacramento Transportation Ship Building Yard consisting of a concrete abutment/support structure, a concrete abutment or retaining wall, and several large concrete blocks (temporary resource identifier RL-1). However, heavy grass cover, infilling, and other disturbances precluded further investigation of these features. In addition, a single prehistoric artifact, a flaked gray chert implement, was also noted in this area.

Wulzen (2009) noted trash scatters and deposits within the CIHC site. These and other potentially undocumented subsurface historic-era materials may be associated with a wide

variety of activities that took place in the waterfront area. These included ship building and repair, ferrying, recreational boating, fishing, and water acquisition. Although these and other activities have been well-documented in the general area, further research may be necessary to determine specifically what types of historic-period endeavors occurred directly within the CIHC site and what traces may still remain.

In addition to presently documented prehistoric and historic-era cultural resources noted within and near the CIHC, research also indicates there is a potential for subsurface archaeological materials, prehistoric in particular, to exist in the area. For example, LaJoie (2003) discusses various now-obscured landforms in and near downtown Sacramento that were intensively occupied by early Native American populations. Although since covered or otherwise obscured by historic-era fill, sites, artifacts, and human remains are frequently encountered when development activities encounter these landforms.

The overall landform within and in the vicinity of the CIHC, although clearly disturbed by modern urban development, was formed during the late Holocene (approximately 2000 BP–150 BP). Although generally stable, this landscape has been subjected to repeated flooding episodes which can deposit up to several feet of sediment during the rainy season. For example, in the Raley's Landing area, situated approximately one half-mile to the south of the CIHC and along the west bank of the Sacramento River, evidence for fairly recent historic-era flooding was noted (EDAW 2005). A stratum of fine flood-borne sediments approximately 18–24 inches thick was also noted. Artifacts contained within this stratum suggest a deposit date of around 1860 – a time prior to when the City of Sacramento moved the channel of the American River to the north to help prevent such episodes. This historically recent flood deposit likely reflects the natural hydrologic patterns that existed during prehistoric times that would have regularly buried evidence for Native American habitation.

In addition, recent excavations for the Natomas Levee Improvement Project (several miles north of the City of Sacramento) have demonstrated that significant flood deposits have deeply buried prehistoric sites along the Sacramento River (USACE and SAFCA 2007). Intact features, human interments, and artifact deposits have been located up to and exceeding two meters below the present-day ground surface and suggest that similar sites could be present in the area of the CIHC.

2.3.4 AESTHETIC RESOURCES

Scenic Resources

Scenic resources often provide a unique sense of place to an individual park as a whole, as well as to specific areas within a park unit. Scenery can be defined as the general appearance of a place and the features of its views or landscapes. It consists of both biophysical elements (landforms, water, and vegetation) and cultural, or manmade, elements. Many of the resources referred to as "scenery" or "scenic resources" would also be considered cultural landscape features in many instances (e.g., viewsheds, landforms, water, vegetation, manmade elements) and should be surveyed and evaluated. Scenic quality is an important and valuable resource,

especially on public lands. Many people value the quality of the scenery and have high expectations of scenic quality, especially when visiting California state parks.

The scenic quality of the CIHC site is influenced by its location along the western shoreline of the Sacramento River, which affords scenic vistas across the river to Discovery Park, the confluence of the American and Sacramento Rivers, and the Sacramento riverfront area. Views to and across the river contribute greatly to the appeal and character of the East Riverfront property (Exhibits 2-5).

Exhibit 2-5: View from the East Riverfront property across the Sacramento River to Discovery Park

As a result of its location atop the levee, the East Riverfront property also offers expansive views of established neighborhoods to the west of the site (Exhibit 2-6). These neighborhoods are generally at a sufficient distance that the view is one of rooftops and trees. However, the property's elevation, combined with its proximity to the Regatta at the Rivers neighborhood located immediately to the west, may suggest future screening to shield views from the site into nearby neighborhoods and to protect residential privacy. The vantage offered by the levee also provides views into the undeveloped former JTS and West Riverview properties. The appearance of the latter property is valued by community residents for its ornamental cherry orchard (Exhibit 2-7).

Exhibit 2-6: View to the northwest from the levee showing Regatta at the Rivers neighborhood

The West Sacramento skyline can be seen in the distance to the south (Exhibit 2-7), and the Sacramento skyline is visible to the southeast. Both serve as reminders of the CIHC's urban context and provide a distinctive visual contrast to the site's natural features.

The native habitat, including native oak woodland and grasslands, also lend to the visual appeal of the site (Exhibit 2-8). In addition, the vegetation surrounding the pond creates opportunities to view wildlife throughout the year (Exhibit 2-9).

Auditory Resources

Bordered by the river and residential neighborhoods, the East Riverfront property provides a quiet respite from its urban surroundings. The site itself consists primarily of undeveloped areas with sounds generated on-site limited to those coming from vegetation and wildlife.

Auditory influences east of the site include the Sacramento River and activities on it, including boat traffic from the marina in Discovery Park and the Broderick Boat Ramp. Other sources of noise include traffic on residential streets to the west and south, and auto and boat traffic at the boat ramp. Train noises from the I-Street bridge to the city of Sacramento also contribute to the noise at the site.

Future residential construction on undeveloped properties west of the East Riverfront property could impinge on the CIHC's secluded atmosphere. However, any construction noise would be of limited duration and not a permanent element of the CIHC's auditory qualities.

Exhibit 2-7: View to the south from Marina Way showing the levee, West Sacramento skyline, and West Riverview property

Exhibit 2-8: View from the northwest portion of the site boundary looking southeast and showing mixed woodland and grassy areas

Exhibit 2-9: View toward the southeast across the pond

The former JTS property is currently undeveloped, has been graded in preparation for condominium development, and is generally devoid of vegetation except for a large oak tree along the levee and limited areas of landscaping along the adjacent roadways (Exhibit 2-10).

Exhibit 2-10: View to north from Marina Way of former JTS Property

2.4 OPERATIONS AND MAINTENANCE FUNCTIONS

2.4.1 FACILITIES

Existing Streets and Roads

The East Riverfront property includes one existing roadway, the levee road. This narrow, two-lane roadway connects at the north end to River Crest Drive and at the south end to 4th Street (Exhibits 2-10 and 2-11). Gates located at the north edge of the East Riverfront property and at the Broderick Boat Ramp effectively prevent automobile access along the levee road; however, the road is used informally by cyclists and pedestrians. Access from the north is further constrained by a gate that controls access to the Regatta at the Rivers neighborhood.

Marina Way is a public street that was constructed to serve the now defunct marina project and continues to provide access from the west to the East Riverfront property (Exhibit 2-12). The street includes two lanes with a center median, sidewalks, and parking on both sides. The street is also gated, which prevents auto access to the site, but it is used informally for parking by cyclists and pedestrians wishing to use the levee road.

Exhibits 2-11 and 2-12: Levee road access from the south near the Broderick Boat Ramp and from the north entrance near River Crest Drive

In addition, the undeveloped portion of the former JTS property to the west of the site includes a street named Regatta Lane that was intended to serve the proposed residential properties and provides access to the JTS property from Fountain Drive. This street might be reused in some capacity to serve future development on the property.

Utilities

The East Riverfront property is undeveloped and no water, sewer, stormwater drainage, or electric service is available. However, the historical record shows that the site has at various times been occupied by a boat repair business, a restaurant, and recreational facilities, so it is reasonable to assume that underground utilities remain, although they are unlikely to be useable for new development.

Exhibit 2-13: Partial view of Marina Way looking west from levee and showing gate, parking, and sidewalks

Underground utilities were installed in the northern portion of the former JTS property in anticipation of the next phase of residential development. These utilities may be suitable for use by future development on that property.

2.4.2 PUBLIC SAFETY

Fire and police service to the East Riverfront property are provided by COWS. Because the property is undeveloped, public safety needs are minimal. The Master Agreement with COWS (Appendix A) specifies that a memorandum of understanding (MOU) be prepared between State Parks and COWS. It notes that State Parks will provide patrol and security services "at a level comparable to other state park units with similar characteristics" and that the area to be patrolled will include the Riverfront Path from the DWR property located north of the East Riverfront property south to the Broderick Boat Ramp.

Public safety in the vicinity is affected by a transient homeless population that can be found on properties south of the East Riverfront property and could affect safety, and perceptions of safety, at the CIHC. This concern should be addressed during coordination of public safety by service providers.

State Parks is committed to the safety of the more than 80 million visitors to its park units each year. The Master Agreement calls for State Parks to assume responsibility for the property and public safety of those using the property upon the transfer of the property to State Parks.

The future site of the CIHC has a number of crime problems that will need to be addressed, including unlawful dumping and camping on the East Riverfront and CIRI properties. The supervising State Park ranger in charge of the various elements of the emergency management considerations related to the CIHC is currently working with counterparts in the COWS Police Department to coordinate a response to issues arising at and near the CIHC site.

Communications

The repeater atop the resources building on 9th Street in downtown Sacramento will accommodate FM communications with the State Parks regional communications center. There currently are no land lines available on the East Riverfront property. Cell phone coverage for the entire area has not been assessed, but is expected to be good, given the site's urban location.

Emergency Routes

There are three improved routes into and out of the CIHC site, including the levee road from the north, the levee road from the south, and Marina Way. Any of these routes are adequate for the purpose of moving emergency vehicles or equipment into the site.

2.4.3 ACCESSIBILITY

The CIHC site is currently vacant and not easily accessible for people with limited mobility. With development of the CIHC, Americans with Disabilities Act (ADA) access will be developed in compliance with *California State Parks Accessibility Guidelines* (California State Parks 2009a).

2.5 INTERPRETATION AND EDUCATION

2.5.1 EXISTING INTERPRETATION AND EDUCATION

Because the CIHC is not currently a State Park Unit, there are no specific interpretive facilities, plans or programs in place. State Parks occasionally offers guided tours of the CIHC site to stakeholders and other interested parties. The SIM, which is the predecessor to CIHC, will be used as the baseline for CIHC planning and programming. Programs and services currently provided at the SIM include exhibits, tours, and special events such as Honored Elders Day and Acorn Day. Artifacts to be exhibited are selected from the state's extensive collection of California Indian artifacts and presented in the museum's facility at its midtown Sacramento site. Exhibits may also include panels with text and/or images, labels, sometimes modern reproduction of artifacts, cases, etc., which are purchased or specially fabricated for the exhibits. Tours are self-guided, with school children providing a significant proportion of the museum's visitation. Current programs and exhibits at the SIM are restricted and/or governed by the limitations of this relatively small venue.

State Parks has a long tradition of working with the educational community and local, regional and statewide stakeholders. Outreach methods include newsletters, brochures, a Web site, special events, and educational programs, including direct outreach to local schools, both

primary and secondary, and temporary and traveling exhibits. The CIHC will maintain its current partnership with the California Indian community and California schools through lectures, workshops, and hosting meetings, such as the annual California Indian Conference.

The existing SIM facility was constructed in 1940 and is approximately 4,650 square feet in size with an adjoining, fenced yard that is slightly smaller in size. SIM plans for the immediate future include: expansion of outreach activities; additional California Indian led activities, which would include renovation of outdoor area traditional California Indian dwellings/structures; and the general renovation and refurbishment of the outdoor activity areas. Interpretive and educational programming at the SIM is primarily focused on the displays that represent various aspects of many California Indian tribes. These displays do not evenly reflect the various regions of the state, however.

Ongoing Interpretation and Education

Interpretation at the SIM has been focused on the following themes:

a. The material culture is inseparable from the people
b. Materials and their use
c. How cultures evolve
d. Honored Elders as cultural advocates
e. Celebration, dance and music
f. The diversity amongst the group referred to as California Indian
g. The arrival of outsiders and the impact on tribes and individuals

These themes are typically portrayed through the use of exhibits and special events. School groups and visiting families are typically introduced to the above topics through a scavenger hunt that encourages them to seek out and learn the answers to certain topics through the use of a guide sheet requiring carefully study of various topic areas. Exhibits include several hands-on stations featuring reproduced materials that are or were relevant to the California Indian way of life. SIM staff participates in outreach programs to schools, community organizations, and other California Indian museums and/or organizations. Background information on California Indian history, SIM exhibits, and sample study questions are featured in the *Guide for Educators* (California State Parks 2010).

Special events held at the SIM typically have a specific interpretive focus. Frequently, conducted outside, they usually include a variety of hands-on activities. Volunteer docents and special visitors give presentations and provide opportunities for participation in hands-on activities. Special recognition of those who are leaders in the California Indian community takes place during the Honored Elders Day event. The special event known as Acorn Day is a hands-on event that ties the California Indian community to the natural resources that were and are used in daily life. Guest presenters have stations at which guests can participate in hands-on activities. Guest speakers and authors are periodically scheduled to present topics of interest to the community.

SIM Interpretation and Education Facilities

In addition to the main building, an enclosed outdoor area has housed several California Indian living structures in the past, though only one such structure, a round house, currently stands. Previous interpretive structures included a tule hut and a cedar bark hut. Beds planted with California native plants surround the perimeter of the SIM and the adjacent pond. Many of the native plants have identifying name panels.

CIHC Outreach Program

A major activity of the SIM staff currently is the CIHC outreach program. The outreach team actively seeks out opportunities throughout the state to present the CIHC at special events to build support for the project. This constituency will, in turn, become the first to provide input to the various design, education, and interpretive teams working on the CIHC.

Current Exhibits

Current exhibits at the SIM reflect California Indian heritage through numerous cultural items, which includes a particularly rich collection of basketry and clothing. Traditional baskets that once served as pots and pans, and dishes for processing food and cooking can be viewed. Other types of basketry included burden baskets, water baskets, baskets used for processing seeds and parching acorns, and gift baskets. Traditional dance regalia, including feather headbands, plume sticks, dance capes and headdresses are also on display, as are musical instruments such as the foot drum, clapper stick, wood and bone whistles, and dance rattles.

SIM Print Publications

Current publications include the 2010 revision of the Guide for Educators, a museum guide for visitors, and several local museum guides that have entries regarding the SIM. A SIM brochure promotes various aspects of the current facility. In addition to the SIM brochure, a promotional brochure for the CIHC has been created for use by the CIHC outreach team.

Electronic Interpretation

SIM has a website that has links to the CIHC project, and video media for Sacramento area parks including the SIM. Audio and visual materials related to the collections and interpretive and/or educational materials are sold through the cooperating association at the museum store.

Universal Accessibility of Park Interpretation

The portion of the collection that is currently on display at SIM is accessible with regard to the eye-level of the display and height and font of printed information. Accessibility plans for visual impairments, hearing impairments, learning/developmental disabilities and limited English proficiency have not been yet been addressed.

Interpretation and Education Planning

Previous CIHC planning activities included a comprehensive effort to develop common ground for the future development of Interpretive and Educational Planning. The *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007) documents the process, steps and goals of the CIHC as seen by representatives of the California Indian community, the CIHC Task Force, six advisory groups and State Parks and is intended to serve as "a conceptual master plan of themes, ideas and stories to be told…."

A second planning document, the Concept Masterplan, provides the focus for the physical development of the interpretive and educational plans for the East Riverfront property.

Interpretive Collections

The majority of the Native American Tribal Treasures (collections) in the SIM/CIHC holdings are from large collections assembled by private individuals in the first half of the 20th century and subsequently donated to the State of California. In addition, State Parks has received other private donations, acquired some things with new park properties, accepted a few loans from other institutions, and made some purchases. The collection is available for use or study by appointment. Reproduction material is used for demonstration or other hands on use. An Interim Scope of Collections Statement prepared concurrently with this General Plan is available in Appendix F.

Interpretation Audience Demographics

To date, no comprehensive survey to determine if the visitation to the SIM is consistent with the surrounding community's demographics has been conducted. Recently, a language usage survey was conducted by SIM staff during the first week of August, 2010, and the second week of September, 2010, but results have not yet been made available. The SIM has also participated in Phase 1 of a Capital District visitor survey that aims to analyze use at various park units within the District, but this survey is incomplete at this time. Unfulfilled wants and needs for the SIM (and the CIHC) may be identified once this year-long survey has been completed and the results have been compiled and analyzed.

Support for Interpretation

Interpretive support for the SIM is provided by paid and volunteer unit staff, and augmented by district staff as needed. The unit staff includes a guide, a curator, a park interpretive specialist, a superintendent, and volunteers from the unit docent program. When marketing and promotional products are needed, District staff provides additional technical expertise and guidance.

The SIM currently has a budget to support seasonal and permanent staff. This budget will be applied to the CIHC, as the SIM moves over to and becomes integrated with the CIHC. The SIM's existing maintenance funding will be transferred to the CIHC and can be expected to be augmented based on the needs of the new operation.

Additional support has been supplied by the unit's cooperating association, the California Indian Heritage Center Foundation, for funding special projects and the coordination of special events such as the Honored Elders Day event.

Local, Regional, and Statewide Context

The CIHC aspires to provide a statewide perspective of California Indian stories, while acknowledging the cumulative stories of all the regional groups and individual tribes. This philosophy is espoused in many locations but specifically can be found in the Developing Vision under the Education and Interpretive Principles Section (page 31) where the first three bullets address State, Regional and Community levels of education and interpretation. These principles direct the CIHC to:

- Consult with California Indian people to develop an objective portrayal of the history, stories, cultures and traditions of California's Native Peoples.
- Facilitate collaboration for the network of California Indian Regional museums and cultural centers throughout the State.
- Emphasize the richness and diversity of California Native communities and their traditions.

This understanding of the big picture and the various pieces that make the story complete are repeatedly addressed throughout the Developing Vision and the Concept Masterplan.

The significance of the SIM's resources is based upon the broad spectrum of California tribes (though there is a small but significant portion of the collection that represents non-California tribes as well) represented by the collection. (The information below is taken from the Scope of Collections Statement, included in Appendix F.)

> *By far the largest representation in the Statewide Ethnographic Collection is of California Native American cultures, with over 23,000 objects. Of the California items which have at least one cultural affiliation noted in their records, the largest representation is of the Hupa, Karuk, and Yurok groups in northwestern California with about 2,450 items. Other cultural groups represented in significant numbers are Miwok (about 1,750), Maidu (about 1,700), Pomo (about 1,300), Chumash (about 1,000), Yokuts (about 800), Klamath and Shasta (about 750), Patwin/Wintun (about 600), Achomawi/Atsegewi/Pit River (about 520), and Washoe (about 520). Less than 200 items were identified with specific southern California cultures.*
>
> *Many of the California items are identified only by general region rather than by cultural group. About 2,800 are identified simply as from California, about 1,000 from northeastern California, about 260 from northwestern California, about 4,000 from the Sacramento Valley, and about 275 from southern California.*

> *The largest category is stone tools and implements, including items like projectile points, blades, hammer stones, and mortars. Another large category is basketry, which has been the object of many requests by Native Americans and others for access to the ethnographic collections. The State Parks' nationally known basket collection includes about 3,500 baskets that reflect the diversity and antiquity of human experience of California Indians. Other kinds of objects include all aspects of Native American material culture: bone tools and implements, ceramic objects and shreds, hunting and fishing equipment, weapons, smoking implements, game pieces, toys, textiles, clothing, and objects of personal adornment.*

This large collection has educational and interpretive relevance to a great many California Indian peoples throughout the state.

With a new influx of money from various sources, many tribes are building collections for their own cultural centers. Regional Indian museums exist within the State Park system, but their focus in on the people and cultures within the immediate area of that specific facility or unit. The SIM is the only state facility that tries to address all California Indian cultures, past, present and future. The SIM is not large enough to be successful in this endeavor, so the CIHC project will fill the obvious gaps and replace this facility. CIHC is envisioned as a partnership with the California Indian peoples. Based upon input, staffing and philosophies of the Native People of California, the CIHC Park will tell the stories that need to be told.

2.5.2 INTERPRETATION ISSUES, OPPORTUNITIES, AND CONSTRAINTS

The natural and cultural history of the East Riverfront property offer broad interpretive and educational opportunities. Interpretive opportunities include those related to the river, flooding, early settlement of the site, and the central valley. State Parks staff has prepared an application for a Nature Education Facilities (NEF) grant to secure funding for habitat restoration and associated interpretation and visitation opportunities at the CIHC site. (It should be noted that the NEF program is highly competitive and that funding for this initial phase is uncertain at this time. A decision on the grant application is expected in April 2011.)

Specific opportunities identified in the grant include the following:

- Increase visitation by targeted groups, California primary school children, and the Native American community, by offering more diverse and more frequent special events.
- Offer high-quality outdoor interpretation and nature education, not possible at the current SIM.
- Connect Native American culture, material culture, history, and the environment to visitors by utilizing the restored Sacramento riparian environment created by the project as an outdoor classroom.

- Increase outreach to regional schools with an emphasis on connecting the relationship between Native American culture and the evolution of the California landscape.
- Produce temporary and traveling exhibits that connect the relationship between Native American culture and the evolution of the California landscape.

Staff anticipates that sustainable design techniques used at the CIHC will be interpreted through an exhibit, guided interpretive tours, and outdoor interpretation. There will also be lectures and workshops on the planning, construction, and maintenance of the site restoration. Interpretive programming will enhance the environmental stewardship themes that will be interpreted in the CIHC indoor and outdoor programs. Displays, a brochure, and interpretive programs will provide interpretive messages about specific aspects of the materials, energy use, and traditional structures. A website to be developed will contain interactive interpretive archives. Technology may also be used in other ways, such as cell phone tours, smart phone applications, etc.

Tours of the restored site will stop to discuss the story of the pond's restoration and continuing maintenance and how sustainable practices are integral to Native American culture. In addition, the CIHC Web site and an associated brochure will discuss the pond's restoration and continuing maintenance, sustainable practices used by Native Americans, and the importance of environmental stewardship. Interpretive media and programming will be developed to discuss sustainable design, techniques, and environmental stewardship for K–12 school children.

The opportunities for interpretation at the new CIHC are extensive, especially when compared to the limitations and constraints of the SIM. Larry Myers, of the Pomo Nation, who also serves as the Chair of the California Indian Heritage Center Foundation, wrote of the opportunities in the Developing Vision when he said:

> *The CIHC will be a place where California Indians can preserve and share their values, a place to tell their stories in their own way. It will be a source of pride for the California Indian community and a place to welcome all Californians, as well as guests from around the world. It will have within its walls traditional Tribal Treasures that are seen by contemporary California Indians representing their past and present. For that reason, the CIHC will be a place where California Indian methods for caring for Tribal Treasures will establish common ground with traditional museum practices. It will be a place that will support the development and operations of regional tribal museums. The CIHC will be a place where California Indians will share their cultural values and treasures with one another and with all those welcomed at its doors. It will be a place with strong ties to the educational community, where California Indians can teach their values, their past, their present and their vision for the future. The CIHC will be a place well-grounded in contemporary issues affecting California Indians and will not shy away from controversial issues. It will be a place fully integrated into the environment, in a way that will merge the built facilities with the natural*

> *geography and the story of California's first peoples. The complexities of this project can seem daunting, but its rewards are profoundly important. Please join us as we make this vision a reality.*

His optimism for the future opportunities is especially important for those who would compare the future CIHC with the current SIM, where dedicated staff works hard to accurately portray the stories that they can, but who are hampered by obvious limitations inherent with the existing facility. The current site of the SIM is limited by interior and exterior space, the lack of natural resource opportunities, the inability of the site to support an environmental interpretation program, and by impacts from adjacent park units.

The current size of the SIM limits the stories that can be told by the various collections held by State Parks. There are as many stories as there are tribes, yet the space available is 4,650 square feet. There is little space available for educational programs, and no space for storage of Tribal Treasures (collections) that are not directly part of the current exhibits. The SIM lacks space to study display items without creating blockages in the visitor traffic flow around the current exhibits. Any item not on display must be visited at a separate facility several miles away. The SIM does not offer space for any traveling exhibits. Exchanges with other cultural centers are primarily one way, with the SIM lending out, and having no ability to bring in outside displays. The existing facility has extremely limited indoor educational opportunities. Programs depicting special items of interest or discussion are also very limited.

The interpretation that can be accomplished outside is also very limited at the SIM. The site has a small fenced exterior yard that at one time held three California Indian structures and a small fire pit. The perimeter of the SIM also has some native California plants that were utilized in various ways by the Indian peoples. Due the small amount of space available, only samples are grown and may not be incorporated into the educational program. The small size of the yard limits the SIM's ability to interpret other outdoor activities including native dance, building demonstrations (e.g., tule boat building) and/or various California Indian games.

In addition to the items that could be planted in a demonstration garden, the SIM is set within an urban park setting, so there are no naturally occurring resources. There is no opportunity to collect items that could be used to interpret the daily life of a California Indian tribe. Any plants or vegetation found on the current site would have been place there for a specific purpose, and the removal thereof would be contrary to the existing landscaping plans.

The existing location also offers no opportunity to explore the relationship between the native people and the environment. The climate/weather in California was closely tied to the way the Native peoples lived their lives. As the seasons changed, there were different challenges and opportunities. The SIM offers no way to explore these important cycles other than with pictures and text. The relationship of the people to the land and weather varied greatly depending upon what location in California the tribe was from. With extremely limited open space, opportunities for interpreting this relationship are very limited.

One other significant limitation to the current location is its physical proximity to Sutter's Fort State Historic Park. While Sutter's Fort is iconic to the opening of California to the people from the east coast, it is also an anathema to the California Indian peoples. The discovery of gold on Sutter's property in the foothills and the subsequent mass migration of people from all over the world had a tragic impact on the Indian peoples. Whether from the destruction of food supplies, the spread of disease or purposeful killing of the native California peoples, Sutter's Fort represents the beginning of a very bleak period for California Indians. Co-locating the SIM on the same grounds as Sutter's Fort is a constant reminder of the suffering that the Indian people endured during that time period.

2.6 PARK SUPPORT AND PARTNERSHIPS

2.6.1 VOLUNTEERS

The SIM has an existing volunteer program and California Indian volunteers are a critical part of this volunteer staffing. The existing program will move to the CIHC upon completion of Phase 2. Docents conduct orientations for school groups, maintain the native plants around the museum, and provide unique skills for special events that are conducted in and about the SIM grounds It is anticipated that the staff will increase as more opportunities present themselves at the CIHC. There is also a need for adequate staffing for volunteer management, space for volunteer activities, etc. that will be accommodated at the CIHC.

2.6.2 COOPERATING ASSOCIATIONS AND SUPPORTING GROUPS

The California Indian Heritage Center Foundation (CIHCF) was incorporated on February 4, 2009. The CIHCF is a nonprofit corporation whose mission, according to their bylaws, is "to raise funds to support the existing State Indian Museum, as well as to promote the development and operation of the California Indian Heritage Center, and to further the educational and interpretive activities for the benefit of the public." The CIHCF is in the formative stages as a cooperating association to State Parks.

The CIHC, along with all State Park units, enjoys the support of other organizations including the California State Parks Foundation (CSPF) and the Native American Heritage Commission (NAHC) amongst others.

2.7 PLANNING INFLUENCES

2.7.1 SYSTEM-WIDE PLANNING

State Parks Mission Statement

The mission of State Parks is to "provide for the health, inspiration and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation."

Inventory, Monitoring, and Assessment Program

As indicated by its name, the purpose of State Park's Inventory, Monitoring, and Assessment Program (IMAP) is to inventory, monitor, and assess the condition of natural resources in the State Park system. The goal of the program is to prepare IMAP plans for each of the state parks using the Environmental Condition Assessment (ECA) process. ECA is a multilevel process for establishing long-term monitoring that uses "environmental indicators" as a primary tool to assess current resource conditions and to detect change in these conditions over time.

The natural resources that may be included in the ECA are wildlife, vegetation, and physical assets. The ECA process is used to identify the significant resources that will be inventoried and monitored. The resulting data is then used to modify and update the monitoring program and to provide adaptive management of the park and proactive planning. ECA emphasizes scientifically based resource management practices and allows park staff to understand how the resource condition of the park affects the visitor experience and the health of ecosystems outside of the park.

The level of ECA (i.e., preliminary, reconnaissance, baseline, comprehensive, intensive) implemented at each park depends on the priority of issues identified during the preliminary-level ECA and the availability of state park resources. Baseline assessments are performed for new property acquisitions.

Because the CIHC is not currently a state park, no ECA has been conducted to date. However, once established, biological data for the park would be collected consistent with the ECA.

Americans with Disabilities Act and Access to Parks Guidelines

The ADA, the federal law that prohibits discrimination on the basis of disability, applies to all actions by the states, including the preparation of state park general plans. In compliance with the ADA, State Parks publishes the Accessibility Guidelines (California State Parks 2009a), which state that accessibility is influenced by the location and type of park and that basic services and experiences need to be accessible to all people with disabilities, while maintaining the intrinsic qualities of the place.

The Accessibility Guidelines detail the procedure to make state parks universally accessible while maintaining the quality of park resources. Also included in the guidelines are recommendations and regulations for complying with the standards for accessibility. State Parks has also published the *All Visitors Welcome: Accessibility in State Park Interpretive Programs and Facilities* (California State Parks 2003), which provides guidance on developing accessible interpretive programs and facilities.

State Park's *Transition and Trail Plans for Accessibility in State Parks* (California State Parks 2001) outlines State Park's commitment to achieving programmatic access throughout the state park system and in each of the parks. The visions of these guidelines and plan are embodied in this General Plan.

California Heritage Task Force

Established in 1981 by the California Legislature, the California Heritage Task Force (CHTF) was created to develop a set of policies and programs for the state's cultural heritage resources. As a result of a Cultural Heritage Resources Summit in Los Angeles in November 2002, a report was published updating a 1984 CHTF report. The updated report is used as a guide to writing legislation on cultural resource management.

Public Resources Code

The California Public Resource Code (PRC) vests certain powers and responsibilities in State Parks. For example, PRC Section 5024 defines the requirements regarding the treatment of historic, recreational, and other types of resources. PRC also grants State Parks the authority to enter into agricultural leases, contract for concession or operating agreements, operate hostels, and pursue other management activities.

PRC Section 5010.1 grants State Parks the right to enter a contract with another organization for the collection of fees, rents, or other returns, or the operation of reservation systems, derived from the use of any state park system area on behalf of the state or operating public agency.

PRC Section 513 describes the conditions under which State Parks may enter an agreement with a nonprofit association to engage in educational or interpretive work in a state park system unit.

PRC Section 5019.50–5019.80, Classification of Units of the State Park System, provides guidelines for the designation of state park units and guiding principles for improving state parks. The PRC classifies different types of state park units and provides guidelines for the upkeep and improvements of park units.

2.7.2 REGIONAL PLANNING

Regional Plans and Programs

In addition to the COWS General Plan, the following planning documents and conservation plans are relevant for future management of the CIHC.

City of West Sacramento Parks Master Plan

The *City of West Sacramento Parks Master Plan* (COWS Parks Plan) (2004) was prepared as a long-range plan to guide the development, operation, and maintenance of the COWS' park and open space system. The document identifies the Sacramento River and its confluence with the American River as defining characteristics of the city and its history.

The East Riverfront property is specifically mentioned in the COWS Parks Plan as a potential site for the State of California Governor's residence. Plans originally called for 10–12 acres to be dedicated for the residence itself, which would be off-limits to the general public. The

remaining 31–33 acres were intended to be developed as a State Park. The COWS Parks Plan noted the importance of ensuring that a continuous recreation corridor be developed along the entire waterfront of this property. Plans to construct the Governor's residence on the East Riverfront property have been abandoned.

The COWS Parks Plan identifies the Sacramento River as central to the identity and image of the city. The confluence of the American and Sacramento Rivers is one of the unique places that attract many people. Providing convenient and safe public river access that is also sensitive to the natural environment is a key opportunity identified in the COWS Parks Plan. The plan also identifies the demand for improved water access: for water-related recreation such as fishing, boating, swimming, and passive use and for recreation corridors and trails along the river.

City of West Sacramento Urban Water Management Plan

The *City of West Sacramento Urban Water Management Plan* (COWS Water Plan) (2005) was prepared in compliance with state requirements to provide municipal water planning, conservation, and management programs and policies. The document defines the City's water service area, which includes the CIHC site. The North Delta Water Agency supplies water through an MOU to most of West Sacramento south of approximately Sacramento Avenue. A small northern portion of the city, which includes the CIHC site, is served by water obtained from the U.S. Bureau of Reclamation (Reclamation) under Contract No. 0-07-20-W0187. Reclamation allows COWS to divert water from the Sacramento River, which is metered and recorded at the Bryte Bend Water Treatment Plant. The amount of water diverted is not permitted to exceed 21.1 million gallons per day or 23,600 acre-feet per year. During low-water periods, there is the potential for this diverted water to be inadequate to meet all needs in the service area, during which water must be obtained from other sources, such as the North Delta Water Agency. Water supplies for the CIHC should therefore include Reclamation, the North Delta Water Agency, and COWS in any agency coordination efforts to define water service to the CIHC.

Sacramento Riverfront Master Plan

The COWS and City of Sacramento's *Sacramento Riverfront Master Plan* (Riverfront Master Plan) (2003) was commissioned by the Cities of West Sacramento and Sacramento as a joint planning effort for lands along the Sacramento River. The planning area consists of lands located approximately between a "proposed state park" (the CIHC site in West Sacramento) and Discovery Park (Sacramento) on the north and Central Park (West Sacramento) and Miller Park (Sacramento) on the south. The plan provides a comprehensive vision for lands along the riverfront, with an emphasis on improvements to open space, parks, and transportation in the area. At the time the plan was devised, the CIHC site was identified as the site of the future Governor's mansion and state park, a vision for the site that has since been superseded by the CIHC. The Riverfront Master Plan is a study plan and does not carry regulatory weight. The focus of the plan is to create riverfront neighborhoods and districts, to establish a web of connectivity, to strengthen the green backbone of the community, and to make places of celebration that encompass both of the riverbanks (COWS 2009:2-38).

Overall, the General Plan is consistent with and contributes to the Riverfront Master Plan's vision to create a linear open space and park area affording access to the Sacramento River. In addition, several specific features identified in the plan have been incorporated into the Preferred Alternative created for this General Plan. These features include extension of the riverfront pedestrian and bicycle path from the existing river walk in West Sacramento to the Bryte Bend Bridge (Projects C5 and C6 in the Riverfront Master Plan) and the longer term construction of a pedestrian and bicycle bridge from Richards Boulevard to "the proposed marina and state park" (now the CIHC). Proposed transportation improvements, such as pedestrian access on the I Street Bridge, would benefit the CIHC and should be considered as part of any ongoing agency coordination efforts.

As of 2007, Phase 1 and Phase 2 of Riverwalk Park, Riverfront Park, plazas, ramps, and a promenade along 1,800 feet of the West Sacramento bank of the river from Tower Bridge to E Street have been constructed. (COWS 2009: 2-28, 2-29).

West Sacramento General Plan and Zoning

COWS adopted its current *City of West Sacramento General Pla*n (COWS General Plan) in 1990, and the policy document was last amended in 2004. The most recent land use diagram for general plan purposes is dated 2000 (COWS 2009: Figure 2-4) and designates the CIHC East Riverfront property as Riverfront Mixed Use. Riverfront Mixed Use provides for marinas, restaurants, retail, amusement, hotel and motel uses, midrise and high-rise offices, multifamily residential oriented principally toward the river, and public- and quasi-public use (COWS 2009:2-17). COWS is currently working on a comprehensive update of the COWS General Plan.

Current goals and policies in the COWS General Plan relevant to the CIHC seek to enhance the relationship between the city and the Sacramento River, encourage COWS to support development projects and public access to the Sacramento River for recreation purposes, and encourage programs that enhance public appreciation and awareness of the natural environment. COWS General Plan policies require COWS to implement the Riverfront Master Plan, which provides for a system of continuous pedestrian and bicycle pathways along the river; protects against the loss or degradation of native vegetation and wildlife communities in West Sacramento, including wetland and riparian habitats along the river; and preserves populations of rare, threatened, and endangered species.

Current zoning on the CIHC project site is Waterfront with a Planned Development overlay zone (WF/PD).

American River Parkway Plan

Discovery Park and Tiscornia Park, located within the American River Parkway in Sacramento, are located at the confluence of the American River and the Sacramento River, on the opposite bank of the river from the CIHC project site. The purpose of the *American River Parkway Plan* (Sacramento County 2008*)* is to provide a guide for land use decisions affecting the parkway. The plan specifically addresses the preservation, use, development, and administration of the parkway.

The *Discovery Park Area Plan* includes Discovery Park proper on the north bank of the American River and Tiscornia Park on the south bank of the American River, at the confluence with the Sacramento River. The *Discovery Park Area Plan* contains Policy 10.4.3, which supports construction of a trail from Tiscornia Park to West Sacramento, including a bike/pedestrian bridge across the Sacramento River (Sacramento County 2008:150, 151).

Yolo Natural Heritage Program

The Yolo Natural Heritage Program is a countywide natural communities conservation plan/habitat conservation plan (NCCP/HCP) for a 653,820-acre planning area that encompasses all of Yolo County. The Yolo Natural Heritage Program will conserve the natural open space and agricultural landscapes that provide habitat for many special-status and at-risk species found within the habitats and natural communities in the county. The Yolo Natural Heritage Program will describe the measures that will be undertaken to conserve important biological resources, obtain permits for urban growth and public infrastructure projects, and continue Yolo County's rich agricultural heritage (Yolo Natural Heritage 2010).

The Yolo County NCCP/HCP Joint Powers Agency ("JPA") was formed in August 2002 for the purposes of acquiring Swainson's hawk habitat conservation easements and to serve as the lead agency for the preparation of the Yolo Natural Heritage Program. The JPA governing board comprises representatives from member agencies, which include two members of the Yolo County Board of Supervisors; one member each from the City Councils of Davis, Woodland, West Sacramento, and Winters; and one ex-officio member from the University of Davis, California (Yolo Natural Heritage 2010).

The JPA completed the first phase of the Yolo Natural Heritage Program including establishment of a steering advisory committee and a technical advisory committee, preparation of a draft ecological baseline report, development of a geographic information system (GIS) database, and completion of the Independent Science Advisors process. The next major phase is currently underway and focuses on developing conservation strategies and preserving design alternatives (Yolo Natural Heritage 2010).

The planning team coordinated with the executive director of the Yolo Natural Heritage Program during development of the General Plan to ensure that their goals are mutually compatible and to explore the potential roles of the CIHC site in the eventual implementation of the Yolo Natural Heritage program.

2.7.3 REGULATORY INFLUENCES

State Laws and Regulations

California Endangered Species Act

Pursuant to CESA and Section 2081 of the California Fish and Game Code, a permit from DFG is required for projects that could result in the take of a state-listed threatened or endangered species (i.e., species listed under CESA), except that plants may be taken without a permit

pursuant to the terms of the California Native Plant Protection Act (California Fish and Game Code Section 1900 et seq.).

Section 1600 of the California Fish and Game Code

All diversions, obstructions, or changes to the natural flow or bed, channel, or bank of any river, stream, or lake in California that supports wildlife resources are subject to regulation by DFG under Section 1602 of the California Fish and Game Code. Under Section 1602, it is unlawful for any person to substantially divert or obstruct the natural flow or substantially change the bed, channel, or bank of any river, stream, or lake designated by DFG, or use any material from the streambeds, without first notifying DFG of such activity and obtaining a final agreement authorizing such activity. "Stream" is defined as a body of water that flows at least periodically or intermittently through a bed or channel having banks and that supports fish or other aquatic life. DFG's jurisdiction within altered or artificial waterways is based on the value of those waterways to fish and wildlife. A DFG Streambed Alteration Agreement must be obtained for any project that would result in an impact on a river, stream, or lake.

Section 401 Water Quality Certification/Porter-Cologne Water Quality Control Act

Under Section 401 of the CWA, an applicant for a Section 404 permit must obtain a certificate from the appropriate state agency stating that the intended dredging or filling activity is consistent with the state's water quality standards and criteria. In California, the authority to grant water quality certification is delegated by the State Water Resources Control Board to the nine RWQCBs. Each of the nine RWQCBs must prepare and periodically update basin plans for water quality control in accordance with the Porter-Cologne Act. Each basin plan sets forth water quality standards for surface water and groundwater, as well as actions to control nonpoint and point sources of pollution to achieve and maintain these standards. Basin plans offer an opportunity to protect wetlands through the establishment of water quality objectives. Under the Porter-Cologne Act, wetlands and drainages that are considered waters of the United States by USACE are often classified as waters of the state as well.

More recently, the appropriate RWQCB has also generally taken jurisdiction over "waters of the state" that are not subject to USACE jurisdiction under the federal CWA, in cases where USACE has determined that certain features do not fall under its jurisdiction. Mitigation requiring no net loss of wetlands functions and values of waters of the state is typically required.

California Fish and Game Code Section 3503.5 (Protection of Raptors)

Section 3503.5 of the California Fish and Game Code states that it is unlawful to take, possess, or destroy any raptors (i.e., species in the orders Falconiformes and Strigiformes), including their nests or eggs. Typical violations include destruction of active raptor nests as a result of tree removal and failure of nesting attempts, resulting in loss of eggs and/or young, because of disturbance of nesting pairs by nearby human activity.

California Department of Fish and Game Species Designations

DFG maintains an informal list of species called "species of special concern." These are broadly defined as plant and wildlife species that are of concern to DFG because of population declines and restricted distributions, and/or because they are associated with habitats that are declining in California. These species are inventoried in the CNDDB regardless of their legal status. Impacts on species of special concern may be considered significant under CEQA.

California Native Plant Society Species Designations

CNPS is a statewide nonprofit organization that seeks to increase understanding of California's native flora and to preserve this rich resource for future generations. CNPS has developed and maintains lists of plants of special concern in California as described above under "Special-Status Species." CNPS listed species have no formal legal protection, but the values and importance of these lists are widely recognized. CNPS List 1 and 2 species are considered rare plants pursuant to Section 15380 of CEQA, and it is recommended that they be fully considered during preparation of environmental documents relating to CEQA.

Federal Laws and Regulations

Clean Air Act of 1963, as Amended

The federal government first adopted the Clean Air Act (CAA) (U.S. Code Section 7401) in 1963 to improve air quality and protect the citizens' health and welfare, which required implementation of national ambient air quality standards (NAAQS). The NAAQS are revised and changed when scientific evidence indicates a need. Current standards are set for sulfur dioxide, carbon monoxide, nitrogen dioxide, ozone, suspended particulate matter, fine particulate matter, and lead. These pollutants are collectively referred to as criteria pollutants. The CAA also requires each state to prepare an air quality control plan referred to as a State Implementation Plan (SIP). The federal Clean Air Act Amendments of 1990 added requirements for states with nonattainment areas to revise their SIPs to incorporate additional control measures to reduce air pollution. The SIP is modified periodically to reflect the latest emissions inventories, planning documents, and rules and regulations of the air basins as reported by their jurisdictional agencies.

The EPA has been charged with implementing national air quality programs. EPA's air quality mandates are drawn primarily from the federal CAA, which was enacted in 1970. The most recent major amendments made by the U.S. Congress were in 1990. EPA reviews all SIPs to determine conformation to the mandates of the CAA and its amendments and to determine whether implementation of the SIPs will achieve air quality goals. If EPA determines that a SIP is inadequate, a Federal Implementation Plan that imposes additional control measures may be prepared for the nonattainment area. Failure to submit an approvable SIP or to implement the plan within the mandated time frame may result in application of sanctions to transportation funding and stationary air pollution sources in the air basin.

Pursuant to the CAA, state and local agencies are responsible for planning for attainment and maintenance of the NAAQS. EPA classifies air basins (i.e., distinct geographic regions) as either

attainment or "non-attainment" for each criteria pollutant, based on whether or not the NAAQS have been achieved. Some air basins have not received sufficient analysis for certain criteria air pollutants and are designated as "unclassified" for those pollutants. The Sacramento Metropolitan Air Quality Management District and California Air Resource Board are the responsible agencies for providing air quality attainment plans and for demonstrating attainment of these standards within the project area.

Currently, no federal laws related to greenhouse gas emissions (GHG) and climate change are directly relevant to this analysis. EPA issued Title 40 of the Code of Federal Regulations, Part 98, which became effective December 29, 2009, requiring large sources and suppliers of fossil fuels or industrial greenhouse gases, manufacturers of vehicles and engines, and facilities that emit 25,000 metric tons or more per year of GHG emissions to submit annual reports to EPA. However this mandatory GHG reporting law does not apply to this project or this analysis.

Section 106 of the National Historic Preservation Act

Section 106 review includes the scoping, identification, assessment, and consultation called for in 36 CFR 800.8 to determine effects on properties included in or eligible for listing on the National Register of Historic Places (NRHP). Section 106 review is conducted to determine whether significant (per NRHP criteria) resources will be adversely affected by an undertaking, and if so, whether measures can be implemented to reduce adverse effects to a less-than-significant level. Section 106 does not deal with effects on all types of cultural resources, or all cultural aspects of the environment; it deals only with effects on properties included in or eligible for the NRHP.

Section 106 and its implementing regulations requires federal agencies to consider the effects of their actions or those they fund or permit (an "undertaking"), on the properties that may be eligible for listing on or are presently listed on the NRHP. To determine whether an undertaking could affect NRHP-eligible properties, cultural resources (including archaeological, historical, and architectural properties) must be inventoried and evaluated for listing on the NRHP. Although compliance with Section 106 is the responsibility of the lead federal agency, the necessary steps can be conducted by a qualified representative of the lead agency. The Section 106 review process involves a four-step procedure:

- Initiate the Section 106 process by establishing the undertaking, developing a plan for public involvement, and identifying other consulting parties.
- Identify historic properties by determining the scope of efforts, identifying cultural resources, and evaluating their eligibility for inclusion on the NRHP.
- Assess adverse effects by applying the criteria of adverse effects on historic properties (resources that are eligible for inclusion on the NRHP).

- Resolve adverse effects by consulting with the State Historic Preservation Officer (SHPO) and other consulting agencies, including the Advisory Council on Historic Preservation if necessary, to develop an agreement that addresses the treatment of historic properties.

The NRHP is a register of districts, sites, buildings, structures, and objects of significance in American history, architecture, archaeology, engineering, and culture. The regulations provided in 36 CFR Part 60.4 describe the criteria to evaluate cultural resources for inclusion in the NRHP. Cultural resources can be significant on the national, state, or local level. Properties may be listed in the NRHP if they possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

a) are associated with events that have made a significant contribution to the broad patterns of our history;

b) are associated with the lives of persons significant in our past;

c) embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess a artistic value, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

d) have yielded, or may be likely to yield, information important in prehistory or history.

Federal Endangered Species Act

USFWS and the National Marine Fisheries Service (NMFS) have authority over projects that may result in take of a species listed as threatened or endangered under ESA (i.e., a federally listed species). In general, persons subject to ESA (including private parties) are prohibited from "taking" endangered or threatened fish and wildlife species on private property, and from "taking" endangered or threatened plants in areas under federal jurisdiction or in violation of state law. Under ESA, the definition of "take" is to "harass, harm, pursue, hunt, shoot, wound, kill, trap, capture, or collect, or to attempt to engage in any such conduct." USFWS has also interpreted the definition of "harm" to include significant habitat modification that could result in take. If a project would result in take of a federally listed species, either an incidental-take permit, under Section 10(a) of ESA, or a federal interagency consultation, under Section 7 of ESA, is required before the take can occur. Such a permit typically requires various types of mitigation to compensate for or minimize the take.

Section 404 of the Clean Water Act

Section 404 of the CWA requires that any person conducting any activity that involves any discharge of dredged or fill material into waters of the United States, including wetlands, obtain a permit. USACE is responsible for issuing permits for the placement of fill or discharge of material into waters of the United States required under CWA Sections 401 and 404. Water supply projects that involve instream construction, such as dams or other types of diversion structures, trigger the need for these permits and related environmental reviews by USACE.

USACE also is responsible for flood control planning and assisting state and local agencies with the design and funding of local flood control projects.

Migratory Bird Treaty Act

The Migratory Bird Treaty Act (MBTA), first enacted in 1918, provides for international protection of migratory birds and authorizes the Secretary of the Interior to regulate the taking of migratory birds. The MBTA states that it shall be unlawful, except as permitted by regulations, to pursue, take, or kill any migratory bird, or any part, nest, or egg of any such bird. The current list of species protected by the MBTA can be found in Title 50 of the California Federal Regulations, Section 10.13. The list includes nearly all birds native to the United States. Loss of nonnative species, such as house sparrows, European starlings, and rock doves, is not covered by this statute.

2.7.4 REGIONAL AGENCIES AND NONGOVERNMENTAL ORGANIZATIONS

City of West Sacramento

The CIHC is a project jointly planned by State Parks as the project proponent, and COWS, as the current owner of the property. The relationship between COWS and State Parks with regard to planning for the CIHC and property transfer is laid out in the Master Agreement between the two agencies.

The General Plan was developed in close cooperation with COWS planning and technical staff and with close consideration of the specific conditions of the Master Agreement. COWS staff provided baseline information for the planning process, participated in planning workshops, public meetings, on-site visits, and interagency meetings, provided updates on the local flood control planning process to the planning team, and participated in review of the administrative draft General Plan/draft environmental impact report (EIR).

In compliance with the conditions in the Master Agreement, presentations of the planning process and resulting documents were provided to the COWS City Council on January 12, 2011 (preliminary General Plan/administrative draft EIR phase). An additional presentation to the Council is anticipated for spring 2011 (final General Plan/EIR phase).

The *City of West Sacramento General Plan Public Review Draft Background Report* (COWS 2009) was reviewed during the planning process to ensure that facilities and programs planned at the CIHC are consistent with surrounding land uses and that proposed facilities complement the needs of the surrounding communities.

The Transportation Study conducted in support of the General Plan (Appendix E) specifically focused on the potential impacts to the local community.

2.7.5 DEMOGRAPHICS, TRENDS, AND PROJECTIONS

Population Increase and Park Visitation

Information in the section is based on *Draft Report Business Plan: California Indian Heritage Center* (Business Plan) for the CIHC, developed concurrently with the General Plan (AECOM 2010). According to the Business Plan, visitors to the CIHC are expected to live within 25 miles (primary resident market), within 50 miles (secondary resident market), or would be visiting the Sacramento area as tourists who spend at least one night. As shown in Table 2-4, the resident market in 2009 included over 2.8 million people. Most of the resident market population resided less than 25 minutes away.

Table 2-4: Primary and Secondary Markets Household Population, 2009

	Number Households	Average Household Size	Population	% of Market
Primary Resident Market (0–25 miles)	647,573	2.67	1,729,000	61
Secondary Resident Market (25–50 miles)	394,914	2.85	1,125,500	39
Combined Resident Market	**1,042,487**		**2,854,500**	**100**
Overnight Leisure Visitor Market			4,465,000	
Total Available Markets			7,320,000	

Source: AECOM 2010

In 2008, the average annual visitor volume to the Sacramento region was approximately 18 million (AECOM 2010). Of these, there were an estimated 4.5 million overnight leisure visitors, of which 73 percent were Californians. Taking into account the resident market and visitor market, in 2009, there were more than 7.3 million potential annual visitors for CIHC.

This number of potential visitors is expected to increase. As stated by the Business Plan, growth in the resident market can be approximated by trends in Sacramento County. Table 2-5 shows population growth in Sacramento County's nearby cities. In the past 20 years, the overall population in the county has grown at an average annual compounded rate of 1.92 percent. Elk Grove and Folsom grew quickly while the population in the unincorporated county and Isleton shrank slightly.

Table 2-5: Sacramento County Household Population Growth, 1990–2009							
	1990	1995	2000	2005	2006	2009	Avg. Annual Growth Rate 2000–2009
Citrus Heights	n/a	n/a	84,214	86,572	86,444	86,688	0.32%
Elk Grove	n/a	n/a	n/a	120,893	138,862	140,824	8.13%
Folsom	22,880	32,621	44,940	61 ,020	65,745	64,394	5.60%
Galt	8,600	15	19,284	22,591	23,725	23,945	2.43%
Isleton	827	817	828	820	817	818	-0.13%
Rancho Cordova	n/a	n/a	n/a	54,759	60,625	61,467	2.50%
Sacramento	358,291	376,110	398,016	443,247	486,851	472,243	1.92%
Unincorporated	618,785	668,110	650,722	552,730	555,881	557,676	-1.70%
Sacramento County	1,009,400	1,092,300	1,198,000	1,342,600	1,399,000	1,408,100	1.81%
Source: DOF 2010; adapted by AECOM in 2010							

The region as a whole has also experienced growth and is anticipated to continue to grow. The Sacramento Area Council of Governments (SACOG) projects that the six-county regional population will grow at an average annual compounded rate of 1.57 percent, adding over 1 million persons from 2010 to 2035. As shown in Table 2-6, below, the market for CIHC is anticipated to grow by almost 2 million by 2022.

Table 2-6: Summary of Available Markets, 2010–2030					
Market Segment	2010	2015	2020	2025	2030
Resident					
Primary Resident Market (0–25 miles)	1,755,000	1,894,000	2,040,000	2,198,000	2,368,000
Secondary Resident Market (25–50 miles)	1,143,000	1,231,000	1,326,000	1,429,000	1,539,000
Subtotal Resident Market	2,898,000	3,125,000	3,366,000	3,627,000	3,907,000
Overnight Leisure Visitor Market	4,510,000	4,740,000	4,982,000	5,236,000	5,503,000
Total Available Markets	**7,408,000**	**7,865,000**	**8,348,000**	**8,863,000**	**9,410,000**
Source: AECOM in prep.					

Population Diversity/Changing Ethnic Patterns

Table 2-7 shows the race and ethnicity estimates in the primary and secondary resident market. The population in the resident market is less racially diverse than California as a whole, though greater than nationwide. However, there was a slightly higher percentage of residents identifying as American Indian. These almost 30,000 residents may be more likely to visit the CIHC.

Table 2-7: Race and Ethnicity Estimates, 2009

	Primary	Secondary	California	United States
White	60.60%	63.50%	54.50%	72.00%
Black	8.30%	5.40%	6.20%	12.70%
American Indian	1.00%	1.10%	0.90%	0.90%
Asian or Pacific Islander	13.00%	10.40%	12.50%	4.60%
Other	9.50%	12.60%	19.80%	6.80%
Race 2+	7.60%	7.00%	6.10%	2.90%
Hispanic Origin	20.50%	25.40%	38.30%	15.70%

Source: AECOM 2010

According to the Business Plan, there tends to be a nationwide correlation between income and education level and propensity to attend cultural institutions. Income levels in the resident market for CIHC were below statewide averages, with median household incomes of $59,000 (primary market) and $60,000 (secondary market). The average household income of visitors in the Sacramento-Arden-Arcade-Roseville MSA was $74,666.

While income levels in the primary and secondary market were lower than the California average, education levels were relatively higher in Sacramento. The percentage of residents with high school diplomas, some college and college degrees in Sacramento was greater than average statewide percentages.

The primary and secondary markets have the highest percentage of their respective populations in the youth market. Secondly, while the percentage of adults in their thirties falls dramatically in the primary and secondary markets, the population has a second peak for residents in their late forties. Sacramento is clearly comprised of a family demographic. Children comprise an important part of visitation to most cultural facilities as part of school groups. During the 2006–2007 school year, there were approximately 200,000 students enrolled in public and private schools in Sacramento County. According to zip code data available from the State Capitol, students travel from all over the State and into Nevada to visit major Sacramento attractions.

A majority of overnight visitors do not travel as a family, with only approximately 25 percent of leisure visitors travelling with children.

Recreation Trends

As recorded within the Complete Findings of the Survey on Public Opinions and Attitudes on Outdoor Recreation in California, respondents to a 2008 recreation survey (California State Parks 2009a) were asked about the activities in which they participated. Within the 10 activities mentioned by the highest percentage of participants were the following:

- walking for fitness or pleasure (74.2%)
- picnicking in picnic areas (67.0%)
- visiting outdoor nature museums, zoos, gardens or arboretums (58.4%)
- attending outdoor cultural events (56.3%)
- visiting historic or cultural sites (54.8%)
- wildlife viewing, bird watching, viewing natural scenery (45.9%)

As shown by the list above, six of the 10 most popular activities would be available at the CIHC site. According to the Business Plan, less than five percent of Sacramento area tourists mentioned visiting museums and exhibitions as among their top 10 activities (AECOM 2010). However, 30 percent described sightseeing, which could also encompass visits to historic sites or museums and another 29 percent sought out entertainment.

A large proportion of youth responding to the 2008 recreation survey stated that they had visited a California historic site or history museum (84.6%) or celebrated their heritage (74.1%) before they turned 14. Most youth visited a site or museum as part of an organized educational trip (California State Parks 2009a).

It is clear that there is an opportunity for the CIHC to serve the population within the resident and visitor markets. There are a considerable number of persons within the expected market of the CIHC and many of the activities that would be present at the site have high participation rates.

2.7.6 PUBLIC CONCERNS, INTERESTS, AND OPPORTUNITIES

Public Meetings and Workshops

The planning team conducted four public meetings in support of the General Plan. The first meeting provided an overview of the project to date, the planning process, and anticipated schedule. The second and third meetings presented five alternatives and allowed participants to express their preferences and concerns for each. The fourth meeting presented the preferred alternative and the proposed project phasing. See Chapter 1, “Introduction” for additional information on the public meetings. The presentation to COWS City Council given on January 12, 2011, was also open to the public.

Community Interests and Local Planning

Community interest groups were involved in the planning process during all stages of General Plan development. Many members of the community participated in the public meetings described above. Many members of the community also provided written input to the planning

process by providing original letters and filling out comment cards provided at meetings. The planning team also worked with local and neighborhood groups on a case by case basis, providing updates on the planning process at various meetings. Specific groups that received briefings and updates include the West Sacramento Chamber of Commerce, COWS Steering Committee, COWS mayor, COWS Council members, the Rivers Action Group, Broderick and Bryte Community Associate Network, West Sacramento Rotary Club (morning and noon groups), and the Watercolors neighborhood group.

Continued Public Involvement

During future development of the CIHC, it is anticipated that opportunities for continued public involvement will be provided during future project specific planning of the site. Once the CIHC opens on the site, opportunities for public involvement and participation will be provided by the programs offered at the CIHC.

Information on future steps of the planning process and overall progress of the CIHC is available on the CIHC Web site at www.CIHC.parks.ca.gov. Information in the general plan process is available at the following Web site: http://www.parks.ca.gov/default.asp?page_id=24393.

2.7.7 NATIVE AMERICAN CONSULTATION

State Parks is required, by state and federal laws and regulations, to protect and preserve Native American resources within the state park system. State Parks policy also provides specific guidelines concerning the involvement of Native California Indian groups in all plans and practices that have impacts on the Native American Resources under State Parks stewardship, including general plans and other planning California. Notice No. 2007-05 sets forth State Parks' policy for consultation with California Indians regarding activities that affect matters relating to their heritage, sacred sites, and cultural traditions. Consultation according to the guidelines laid out in this notice was conducted in support of this General Plan by State Parks archeologists and other staff both through formal correspondence (Appendix G), and in-person follow up meetings. Coordination is ongoing and will continue throughout the development of the CIHC.

Roundhouse at Big Creek near Groveland (Tuolumne Co.), 1901

3 ISSUES AND ANALYSIS

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Chapter Three: Issues and Analysis

This chapter details the planning assumptions and key parkwide issues that were identified during the planning process and are addressed in the General Plan. The issues were identified during analysis of natural, cultural, and recreational resources and during public workshops and stakeholder meetings. Several specific issues are also identified in the Master Agreement with the City of West Sacramento (COWS) (Appendix A). The following are the primary planning issues addressed in the General Plan, through management guidelines, site design, and zoning.

3.1 PLANNING ASSUMPTIONS

The following assumptions are based on current federal and state laws, regulations, and California State Parks (State Parks) policy that form the basis for planning and set the parameters for addressing general planning issues for the California Indian Heritage Center (CIHC).

State Parks will:

- manage and protect rare, threatened, and endangered species and sensitive wildlife habitats, including valley elderberry shrubs, as required by federal and state laws;
- coordinate and collaborate with agencies and partners on regional and local issues such as flood control, natural resources management, and issues related to the location of the park within the city of West Sacramento;
- preserve any cultural resources that may be discovered in the park during construction following the *Secretary of the Interior's Standards for the Treatment of Historic Properties*;
- consult with Native California Indian groups to:
  - obtain a mutually respectful understanding of the long-term needs for protection and treatment of heritage sites, objects, and/or human remains;
  - obtain input on the General Plan and its contents; and
  - determine future consultations that would be required during the subsequent planning, design, and project implementation;
- maintain and increase, where appropriate, the overall level of recreational opportunities for State Parks located in the Sacramento region;
- consider the issues and concerns of adjacent landowners and residents during the planning and implementation process and seek input from statewide, regional, and local interests; and

- coordinate closely with COWS concerning issues related to site safety, access, and effects of the park on adjacent neighborhoods.

3.2 PARKWIDE ISSUES

This section summarizes parkwide issues identified during the early phases of the planning process through meetings with the COWS Community Advisory Group (CAG), West Sacramento stakeholders, the California Indian community, the CIHC Core Advisors, and through agency consultation, including review of the project agreement and Master Agreement with COWS. The parkwide issues identified during these meetings have been addressed in the General Plan, and are described in the following sections.

3.2.1 REGIONAL PLANNING CONTEXT

The CIHC is located in the city of West Sacramento, along the Sacramento River to the east, and includes the 43-acre East Riverfront property, owned by COWS. The CIHC also includes the 7.91-acre former JTS Communities (Regatta at the Rivers) property, located to the west of the East Riverfront property and acquired by State Parks. The former JTS property has been studied for use as an expanded gateway to the East Riverfront property and to accommodate uses such as parking and support services for the CIHC. State Parks is also exploring the potential for a limited amount of community serving commercial development on the former JTS property, and the placement of an artist-in-residence facility. Upon adoption of the General Plan or at the beginning of Phase 1 of development, COWS will transfer ownership of the East Riverfront property to State Parks as indicated in the Master Agreement. State Parks will subsequently operate the property as a State Park unit with the assistance of a new nonprofit organization, the CIHC Foundation, incorporated in 2009.

Two parcels are located immediately adjacent to the CIHC parcels (Exhibit 1-3, Chapter 1) and could be added to the CIHC parcels if State Parks purchases them in the future. A 16.21-acre property, owned by Cook Inlet Region, Inc. (CIRI), lies to the south of the CIHC. The CIRI property has been studied as a potential addition to the CIHC for use as passive recreation space. A 3.18-acre property is located south of Marina Way and is currently landscaped with cherry trees. The property is owned by the West Riverview, LLC (West Riverview), and has been studied as a potential CIHC addition for use as an enhanced gateway.

3.2.2 PURPOSE AND RELATIONSHIPS BETWEEN THE UNIT'S RESOURCES AND DESIRED VISITOR EXPERIENCE

The *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008) contains principles that guide the purpose of the CIHC. The Concept Masterplan builds on the earlier *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The principles of the Concept Masterplan are included in Chapter 1.

3.2.3 VISITOR USE IMPACTS ON PRIME RESOURCES

The CIHC is located on a site that had previously been developed with commercial uses. It is currently vacant and undeveloped with mature vegetation present throughout. Elderberry shrubs, which provide suitable habitat for the valley elderberry longhorn beetle (VELB), a species federally listed as threatened, have been identified on-site in areas that would possibly be disturbed by passive recreation uses (e.g., pedestrian trails). The site also contains a large pond and associated wetland habitats that are likely subject to U.S. Army Corps of Engineers (USACE) jurisdiction under Section 404 of the federal Clean Water Act (CWA). The mature trees on-site also provide suitable nesting habitat for raptors and other bird species; State Parks biologists observed an active Swainson's hawk nest on the CIRI property in spring 2010 (California State Parks 2010). Impacts to special-status species and other sensitive biological resources resulting from site development and associated recreational activities are addressed in the Chapter 5 (Environmental Analysis) of this General Plan.

3.2.4 QUALITATIVE ASSESSMENT OF IMPACTS ON SENSITIVE PLANT AND ANIMAL SPECIES IN VISITOR USE AREAS

EDAW prepared a biological resource evaluation in 2004 in support of a proposed Governor's Mansion project on the East Riverfront property (EDAW 2004b). Based on that report, special-status species known to or likely to inhabit the property include Swainson's hawk, VELB, western pond turtle, Chinook salmon, steelhead, rose mallow, and Sanford's arrowhead. The locations of on-site elderberry shrubs have also been mapped. Protection of known and yet-to-be-documented populations of special-status species populations at the CIHC are addressed in the General Plan. The need for continued enforcement of fish and game protection laws and the education of visitors of special-status species protection and management are identified in the General Plan. State Parks biologists conducted a bird study of the East Riverfront property in spring 2010 and provided updated information on current use of the site by birds (California State Parks 2010).

3.2.5 PRESERVATION OF SIGNIFICANT CULTURAL RESOURCES

As part of an archaeological survey for the CIHC project, four State Parks cultural resource specialists assessed the surveyable portions of the East Riverfront property to identify surface features that may indicate the presence of cultural resources. This survey identified several concentrations of broken glass and brick, dumped concrete, and the remnants of former commercial and recreational facilities. Results of the survey have been compiled in a report entitled *Archaeological Survey Report for the CIHC Master Plan and Phase 1 Development* (Wulzen 2009). The report authors concluded that none of the surface features were significant by themselves, but recommended additional research on the project area's history. An archaeological records search and consultation with the Native American Heritage Commission yielded no evidence of sacred sites within or near the project site. Consultation letters were sent to local Native American tribes, who did not identify sites of cultural significance within the

project area. The General Plan addresses educational interpretation of the site's historical uses and discusses protection and management of cultural resources that may be discovered on-site in the future. It also calls for an evaluation of sub-surface resources prior to project development that would call for ground disturbing activities.

3.2.6 DETERMINATION OF APPROPRIATE LAND USES AND SCOPE OF RECREATIONAL ACCESS AND OPPORTUNITIES

The entire CIHC project site falls under the COWS zoning designation Waterfront Zone (WF). According to the Title 17 Zoning Ordinance of the COWS Municipal Code, Waterfront Zones (or Riverfront Mixed Use, as designated in the COWS General Plan) provide for "marinas, restaurants, retail, amusement, hotel and motel uses, mid-rise and high-rise offices, multi-family residential units which are oriented principally to the river, public and quasi-public uses, and similar and compatible uses."

The *2003 City of West Sacramento Parks Master Plan* (COWS Parks Plan) (COWS 2003) also envisions the project site for future use as a State Park, including a recreation corridor adjacent to the river. Development of the CIHC is compatible with this vision; providing open space for recreational and educational uses is a goal of the CIHC. The CIHC would provide recreational opportunities in the form of an educational cultural facility with free public access to the river and to walking and cycling trails throughout the site.

The General Plan describes zones within the CIHC based on types of appropriate uses and determines a desired level of visitor use within each zone. The General Plan addresses park access for vehicles, pedestrians, and cyclists, using multimodal transportation, including a potential streetcar connection, bus access, a bridge across the river to accommodate bikers and hikers, and development of a boat dock for access to and from the Sacramento River. A Transportation Study (Appendix E) conducted in support of the General Plan addresses multi modal access.

3.2.7 TRAFFIC AND CIRCULATION

Existing highway access to the property is provided by Interstate 5 (I-5), Interstate 80 (I-80), and U.S. Highway 50 (U.S. 50); all connect to regional roads including Sacramento Avenue, Jefferson Boulevard, West Capitol Avenue, and 5th Street. The main traffic entrance to the CIHC would be located off of 5th Street/Lighthouse Drive via Marina Way. Public scoping comments included concerns about traffic congestion on local roadways based on visitor projections from a 2007 market analysis. An updated Business Plan (AECOM 2010) conducted in support of the General Plan provided updated numbers on projected visitation, which were significantly lower than those presented in the 2007 market analysis. The Transportation Study utilized revised projections from the Business Plan.

In addition to vehicular traffic, the project must be designed to accommodate non-motorized circulation. The COWS Parks Master Plan identifies a waterfront corridor to provide public

access to the river. As part of the Master Agreement between State Parks and COWS, the CIHC will include a continuous pedestrian trail along the riverfront. The trail will be open to the public during daylight hours and will connect to the Broderick Boat Ramp. This trail alignment will be designed to avoid sensitive resources (e.g., elderberry shrubs).

The General Plan addresses facility entrance and exit locations for visitors, deliveries, and emergency vehicles and opportunities for nonmotorized circulation. The General Plan also addresses potential future circulation options, including bike paths, pedestrian connections to Discovery Park, water taxi service, and a streetcar connection to Sacramento via the Tower Bridge.

3.2.8 PARKING

During the public scoping process, residents raised concerns that visitor demand at the CIHC could exceed on-site parking capacity, causing visitors to park on nearby residential streets. However, too much on-site parking would consume valuable space needed for interpretive facilities and outdoor use and would detract from the desired character of the site. Providing adequate parking requires careful planning to balance impacts to the surrounding residential neighborhood with the goals of the CIHC. On-site and off-site parking strategies, including use of public transit and non-motorized transportation to reduce parking demand, are addressed in the General Plan. The number of needed parking spaces is based on the Business Plan and the Transportation Study.

3.2.9 INTERPRETATION

The Native perspective has historically been marginalized in telling the story of California Indian culture, community, and history. The CIHC will interpret the historic and contemporary Indian experience through stories told by Native voices. The General Plan identifies interpretive themes to organize visitor experiences of the facilities and exhibits. The themes are based on Native worldviews of seasons and cycles and establish a context in which to tell Native stories.

The Developing Vision prepared for the CIHC identifies six indoor themes and four outdoor themes as organizing elements. Indoor themes include Linking, Gathering of the People, Stories, Cycles, Memory, and Connections. Outdoor themes include Site, Cycles, Memory, and Connections. The General Plan describes how these themes, and associated subthemes, will be further developed into exhibits and facility design that tell the history and contemporary culture of California Indians.

3.2.10 COLLECTIONS

The current State Indian Museum (SIM) is constrained by limited exhibit space that prevents displaying the full breadth of its collection. The CIHC will provide increased exhibit and interpretive program space as well as modern on-site secure storage facilities to house Tribal Treasures (collections). A Scope of Collections Statement (Appendix F) has been developed as

part of the General Plan. The Scope of Collections Statement describes the process for evaluating potential contemporary and artifact acquisitions to manage the storage needs and maintenance costs of the overall collection. The General Plan also addresses development of the exhibits through collaboration with the CIHC Core Advisors and others to ensure exhibits reflect Native worldviews.

3.2.11 SITE CONSTRAINTS AND REGULATORY REQUIREMENTS

The East Riverfront property lies primarily on the riverside of an existing levee, adjacent to the Sacramento River. Though site elevation varies, much of the site is inundated during large flood events caused by high flows in the American and Sacramento Rivers. The CIHC facilities would be constructed on a raised foundation with a finished floor elevation of 35 feet above mean sea level, which would locate the buildings above the 200-year floodplain (i.e., the height of a flood with a probability of occurring once in 200 years). The Concept Masterplan identifies the best location for construction of the facilities given the topographic, biologic, and hydrologic challenges of the site. The report also proposes potential site configuration and building massing that respond to the presence of adjacent residential communities. The General Plan addresses the process for coordinating construction activities with the Central Valley Flood Protection Board (CVFPB), California Department of Water Resources (DWR), COWS, and USACE.

3.2.12 FUTURE LAND ACQUISITIONS

The General Plan and EIR evaluate the East Riverfront property and former JTS property for development as the CIHC. Two adjacent parcels are potential additions to the CIHC property as described above under 3.2.1. The Concept Masterplan envisions additional passive recreational uses on the CIRI property and gateway features and artwork on the West Riverview property. The General Plan describes the process for acquiring additional properties and developing compatible site programming.

3.2.13 STATEWIDE, REGIONAL, AND LOCAL SIGNIFICANCE

State Parks has identified the Central Valley region as underserved by State Parks facilities. The Business Plan found that its location in the Sacramento region reinforces tourist attraction of the area by adding to the arts, cultural and recreational options that already exist, including Old Sacramento State Historic Park (a National Historic Landmark District which also includes the California State Railroad Museum and the Sacramento History Museum), the Crocker Art Museum, Sutter's Fort State Historic Park, the Leland Stanford Mansion State Historic Park, the State Capitol Museum, and numerous other area attractions. The addition of the CIHC would provide an additional park in the Capital City area that is expected to provide a major visitor draw.

3.2.14 River Location/Levees

Proximity and access to water is an important cultural aspect of the facilities from the California Indian perspective. The CIHC will be developed adjacent to the Sacramento River at the confluence with the American River and will be constructed on the riverside of the levee. Vehicular access to the site would be primarily over the levee from Marina Way. The General Plan identifies the preferred entrance roadway alignment and outlines coordination efforts with DWR for roadway and facility construction that would occur near the levee. The General Plan describes the importance of rivers and water to the culture and history of California Indians.

3.2.15 River Hydrology/Geomorphology

During community outreach, member of the public expressed concerns regarding CIHC impacts to the existing flood control system (i.e., levees) and riparian habitat. The CIHC would be constructed on a raised foundation, with a finished floor elevation of 1 foot above the 200-year floodplain, to minimize impacts to local hydrology during flood events. The General Plan outlines the needed coordination efforts with DWR for roadway and facility construction that would occur near the existing levee and for coordination with other agencies with jurisdiction over water and flood-control features and associated habitats and resources.

3.2.16 Lighting

Members of the public commented concerning the effects that facility lighting could have on adjacent residential uses, wildlife habitat, and cross-river receptors. Lighting would be required to ensure a safe park environment for all users and to enhance interpretation of CIHC exhibits. The General Plan guides building and landscape design, including the placement of indoor and outdoor lighting to reduce instances of glare and spillover lighting onto adjacent uses. Lighting is also addressed in the Design Standards and Guidelines (Appendix B).

3.2.17 Site Access

The Concept Masterplan included circulation alternatives for consideration, including an alternative that would use 4th Street as the main facility entrance with a ramp up to the top of the levee. During the scoping process, local citizens raised concerns regarding visual impacts from vehicles driving on top of the levee to access the facilities. During later community meetings, concerns were also raised regarding potential traffic conflicts that could result from the use of 4th Street (a residential street) as the main entrance, as well as the use of Marina Way as the main entrance. The Transportation Study examined various access options to the site, including access via 4th Street, via the intersection of 5th and A Streets, and via Marina Way. The 4th and 5th/A Street options were found to be infeasible due to impacts on resources, the extensive requirements for permitting and construction, and incompatibility with neighborhood access constraints.

3.2.18 Connections to Neighboring Jurisdictions and Coordination with Regulatory Agencies

The scope and location of the CIHC project requires coordination with numerous local government agencies and public stakeholder groups. The General Plan discusses regional resource and recreation issues that were identified through meetings with agencies and other groups including COWS, USACE, DWR, California State Lands Commission (SLC), the California Department of Fish and Game (DFG), U.S. Fish and Wildlife Service (USFWS), National Marine Fisheries Service (NMFS), CVFPB, Yolo Natural Heritage Program (YNHP). The General Plan also summarizes project input and comments received from the CIHC Core Advisors group, California Indian groups and individuals, the COWS CAG, the CIHC Task Force, the general public and the CIHC Foundation Board of Directors. Guidance received from regulatory agencies was incorporated into Chapter 4 (The Plan) and the Chapter 5 (Environmental Analysis) as applicable.

3.2.19 Native American Values and Traditions

The CIHC provides a venue in which to tell California Indian experiences through Native voices. The buildings and landscape will also reflect Native values and traditions, including the principle of healing the earth. To develop an authentic experience, State Parks has worked closely with the CIHC Core Advisors group who represent the target audience of California Indians. This group provided comments and feedback for preparation of the Developing Vision and the Concept Masterplan. The General Plan describes the establishment of the CIHC Foundation, which also provides input on the development of exhibits and programs in order to ensure consistency with California Indian values and worldviews.

3.2.20 Staffing

The Native community expresses a strong interest to staff the CIHC from within the California Indian community to provide first person expression of Native cultural values and traditions. State Parks prepared a Governance Plan as part of the Business Plan (AECOM 2010) to address this issue and has added California Indian staff to the SIM. In addition, State Parks is researching ways to allow for more California Indian people to work at the CIHC in the future. This may be through traditional State Parks employment methods, or via a governance structure designed to facilitate more California Indian involvement with the operation of the Center.

3.2.21 Sustainable Design Principles—Design, Development, Operations, and Maintenance

The principle of *Healing the Land* is an important concept to development of the CIHC. The site was previously developed with commercial uses that scarred the landscape, including soil contamination, illegal dumping, and excavation of the large on-site pond. State Parks and Core Advisors envision the development to enhance the site through restoration of on-site wetlands,

protection of environmentally sensitive vegetation and habitats, and minimization of impacts from on-site facilities. The General Plan includes sustainable Design Standards and Guidelines to guide development and management of the CIHC in a manner that restores the land, preserves its natural character, and provides for a visitor experience that relates to Native uses of the land and the natural landscape along the river.

3.2.22 HOURS OF OPERATION

Members of the public expressed concerns related to CIHC hours of operation in relation to its impact to adjacent residential neighborhoods. The General Plan describes the anticipated CIHC daily operating schedule and identifies potential large events that could be scheduled at the CIHC outside of normal operating hours. It also addresses use of the Northgate Site along the American River Parkway for special events at a conceptual level. Use of this site would require agreements with the City and County of Sacramento. Normal operating hours will generally follow State Park operating hours at similar facilities in the Sacramento area.

3.2.23 SECURITY

Members of the city of West Sacramento community expressed concerns regarding on-site security staffing and funding for local security enforcement efforts. Transient populations are already an issue in other City-owned open spaces along the river. If the CIHC were to be closed due to budget cuts, it could attract similar problems, although it would remain on the routine patrol route by State Parks rangers. The General Plan describes park ranger staffing levels for the CIHC and outlines coordination with the COWS Police Department and security patrols during off hours. In addition, the Master Agreement includes a requirement to prepare a Management and Operations Plan for the CIHC (included in Appendix A).

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View of the Sacramento River and Discovery Park looking south from the waterfront of the CIHC

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Chapter Four: The Plan (Goals and Guidelines)

This General Plan establishes a long-range purpose and vision for the California Indian Heritage Center (CIHC). Specific management zones described in the plan clarify the management intent and desired visitor experiences at the various proposed CIHC facilities. The goals and guidelines in this General Plan provide guidance on how to achieve the purpose, vision, and management intent for the CIHC. The goals and guidelines were developed to address known planning issues while providing a foundation for resource protection, development, and interpretation of the park unit. The goals and guidelines also provide a framework for subsequent planning and development for the various elements of the CIHC.

4.1 PURPOSE AND VISION

4.1.1 Statement of Purpose

The statement of purpose contained in a general plan is a unique statement of direction that is specific to the State Park it is intended to guide. The following statement of purpose for the CIHC was adopted in October 2003:

> *The California Indian Heritage Center honors the diversity and history of California Indian people by preserving cultural and tribal traditions, nurturing contemporary expressions and facilitating research and education for California, the nation and the world.*

4.1.2 Park Vision

The park vision describes the future desired outcome of the CIHC. It expresses what the CIHC will ultimately achieve and describes the intended visitor experience. The CIHC vision statement was developed as part of a prior planning process resulting in a document titled *California Indian Heritage Center: The Developing Vision* (Developing Vision) (Ralph Appelbaum Associates 2007). The following vision was adopted in January 2004:

Under the guidance of California Indian people, the California Indian Heritage Center will:

- Present a statewide perspective on California's diverse Indian cultural legacy.
- Honor the contributions of California Indians and promote dialogue between generations.
- Enhance public understanding of traditional spiritual beliefs and practices.
- Protect California Indian cultural resources.

- Collect and present traditional and contemporary California Indian artistic and cultural expressions.
- Partner with tribal communities and regional cultural centers and museums.
- Provide educational opportunities to research and understand California's Indian history, cultures and the impact of contemporary issues.
- Be recognized as a culturally essential California destination that enriches public life.

4.2 SITE AND FACILITY MASTERPLANNING PRINCIPLES

CIHC Advisory Group members (see the "CIHC Core Advisors" subsection in Chapter 1, "Introduction") developed the site and facility masterplanning principles during workshops held in 2006. The principles built on the CIHC vision statement and guided the development of a document titled *California Indian Heritage Center: Concept Masterplan* (Concept Masterplan) (EDAW 2008). This General Plan is consistent with the Concept Masterplan. The masterplanning principles include the following:

- Create a place that represents and celebrates all California Indian Cultures, while remaining *nameless*, *faceless* and *neutral*.
- Honor and respect local tribal protocols and traditions for welcoming other tribes.
- Build a Center of the premises of *Healing the Land*, demonstrating traditional values for land stewardship and environmental consciousness.
- Encourage understanding of Indian values through site design, reinforcing message of California Indian Culture as a *Living Culture*. Inject California Indian values in all aspects of site development.
- Develop site and facilities with a natural character, using natural materials and a light footprint on the land.
- Embrace the river and the seasons.
- Enable site flexibility, allowing different event formats.
- Provide integrated indoor and outdoor spaces to facilitate transfer of culture, education and preservation of traditions.
- Provide safe and comfortable spaces for all visitors, emphasizing easy pedestrian circulation.
- Create a Center that is a "good neighbor" through community engagement.

4.3 UNIT CLASSIFICATION

Park management and direction is also guided by the park unit's classification. State Parks anticipates that the CIHC will be classified as a State Park. State Parks also envisions that the functions, collections, and staff of the current State Indian Museum (SIM), located at 26th and K Streets on the grounds of Sutter's Fort State Historic Park (SHP), will be relocated to the CIHC property and become part of this new State Park. Use of the historic building location at 26th and K has been addressed in the Sutter's Fort SHP General Plan and will be used for Sutter's Fort SHP interpretive programming needs.

The following is the classification definition for a State Park unit according to public resources code (updated in 1994):

> Public Resources Code (PRC) § 5019.53: State parks consist of relatively spacious areas of outstanding scenic or natural character, oftentimes also containing significant historical, archaeological, ecological, geological, or other similar values. The purpose of state parks shall be to preserve outstanding natural, scenic, and cultural values, indigenous aquatic and terrestrial fauna and flora, and the most significant examples of ecological regions of California, such as the Sierra Nevada, northeast volcanic, great valley, coastal strip, Klamath-Siskiyou Mountains, southwest mountains and valleys, redwoods, foothills and low coastal mountains, and desert and desert mountains.
>
> Each state park shall be managed as a composite whole in order to restore, protect, and maintain its native environmental complexes to the extent compatible with the primary purpose for which the park was established.
>
> Improvements undertaken within state parks shall be for the purpose of making the areas available for public enjoyment and education in a manner consistent with the preservation of natural, scenic, cultural, and ecological values for present and future generations. Improvements may be undertaken to provide for recreational activities including, but not limited to, camping, picnicking, sightseeing, nature study, hiking, and horseback riding, so long as those improvements involve no major modification of lands, forests, or waters. Improvements that do not directly enhance the public's enjoyment of the natural, scenic, cultural, or ecological values of the resource, which are attractions in themselves, or which are otherwise available to the public within a reasonable distance outside the park, shall not be undertaken within state parks.
>
> State parks may be established in the terrestrial or non-marine aquatic (lake or stream) environments of the state.

4.4 LAND USE MANAGEMENT

The CIHC is proposed to be constructed in phases that State Parks would implement over approximately 15 to 20 years. A phased approach will allow State Parks to link funding opportunities with construction of new facilities at the CIHC site. This will enable State Parks to initiate restoration and habitat enhancement at the site and to transfer its existing operations from the SIM. This approach will also allow the public to enjoy access to and use of the property before full build-out of all CIHC facilities.

Although the acquisition of additional property is not essential for the CIHC to be fully operational and all center activities can be contained on the existing 43-acre East Riverfront property, and supplemented by the former JTS (Regatta at the Rivers) property acquired by State Parks, the phases address enhancements that could be achieved if additional adjacent properties were acquired. Acquisition of the West Riverview, LLC (West Riverview), and Cook Inlet Region, Inc. (CIRI) properties could facilitate the preservation and restoration of valuable habitat, promote regional trail connections and allow for an enhanced entry gateway.

Four phases are envisioned in implementing the General Plan. These phases were developed for planning purposes and take into consideration fundraising needs, anticipated levee improvements, and the assumptions of the Business Plan, among other factors. The phases are briefly described below and a graphic depiction of each phase is included in Appendix E. It should be noted that the implementation and specific timing of phases may be adjusted over time based on a variety of external factors.

The former JTS parcel, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include potential interim use as a small Indian Heritage Center visitor center and associated exhibit space, and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision.

Ultimately, the former JTS property is proposed to include a surface parking lot that would allow the majority of the parking for the CIHC, including parking that may be located on the East Riverfront property during early implementation (Phase 1 and 2) to be relocated to the former JTS property. Parking areas on the East Riverfront property would subsequently be restored to more natural conditions. A public meeting space and community and ancillary service center would wrap around the parking area, screening views of the parking lot from Lighthouse Drive. It could include a café and other commercial serving venues. The northern portion of the property would be developed as an artist-in-residence facility, with a community center and meeting space. The community and ancillary services buildings should have a building entrance off Fountain Drive and should engage the public street and public plaza. These buildings shall reinforce pedestrian and community activity by incorporating walkways that connect with the surrounding residential neighborhood.

Phase 1 focuses on implementation of restoration and habitat enhancement on the East Riverfront property. Phase 1 would include construction of an outdoor amphimeadow at the north end of the pond. It would also include construction of interpretive trails, enhancement of the pond and associated wetlands, construction of demonstration areas, construction of traditional California Indian structures consistent with the interpretive program, outdoor California Indian art, signage, outdoor exhibit elements, and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

Phase 2 involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet. Parking during Phase 2 would be provided entirely on the East Riverfront property. Phase 2 also includes the construction of the Public Safety and Facilities Operations building and associated site improvements at the north end of the East Riverfront property. The building would be about 2,000 square feet and the site would include associated surface parking and space for equipment storage. Construction of a boat dock on the Sacramento River on the East Riverfront property will make water arrival by private boat and/or water shuttle possible.

Phase 3 would focus on expansion of the primary CIHC facility to approximately 50,000 square feet to include more exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Improvements to the site in Phase 3 would include landscaping and indigenous gardens that support State Park's mission and the CIHC vision. Phase 3 would also include additional parking at the northern end of the site. Overflow parking for larger events may be accommodated at the existing Broderick Boat Ramp parking lot to the south of the CIHC which is owned and operated by the City of West Sacramento (COWS).

Phase 4 will include completion of the primary CIHC facility. At full build-out the facility will be approximately 100,000 to 125,000 square feet and include space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. If acquired, the adjoining West Riverview and CIRI properties would be used in Phase 4. The small, triangular West Riverview property would be used to install a monument sign or art serving as an entry feature to the CIHC to guide visitors. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits.

4.5 MANAGEMENT ZONES

The CIHC is located in an urban context, surrounded by established residential neighborhoods. A municipal recreational facility, the Broderick Boat Ramp, is located to the south. The CIHC's location along the bank of the Sacramento River, across from its confluence with the American River, provides for a unique backdrop against which the State Park will be developed.

This General Plan includes designation of six defined management zones. The proposed management zones are defined by their landscape character, distinctive resources, desired visitor activities and experiences, operations and management needs, and specific planning issues. Proposed management zones include the following: Heritage Center, Community Services, Group Activity, Water Access, Interpretive Connections, and Operations. These zones are based on anticipated land use intensity, type of use, levels of public access, and types of natural features present. The Heritage Center and Community Services zones will be the most intensively developed and receive the greatest use. The Interpretive Connections zone represents areas containing preserved and restored native habitat, which will be accessible by visitors via pedestrian trails.

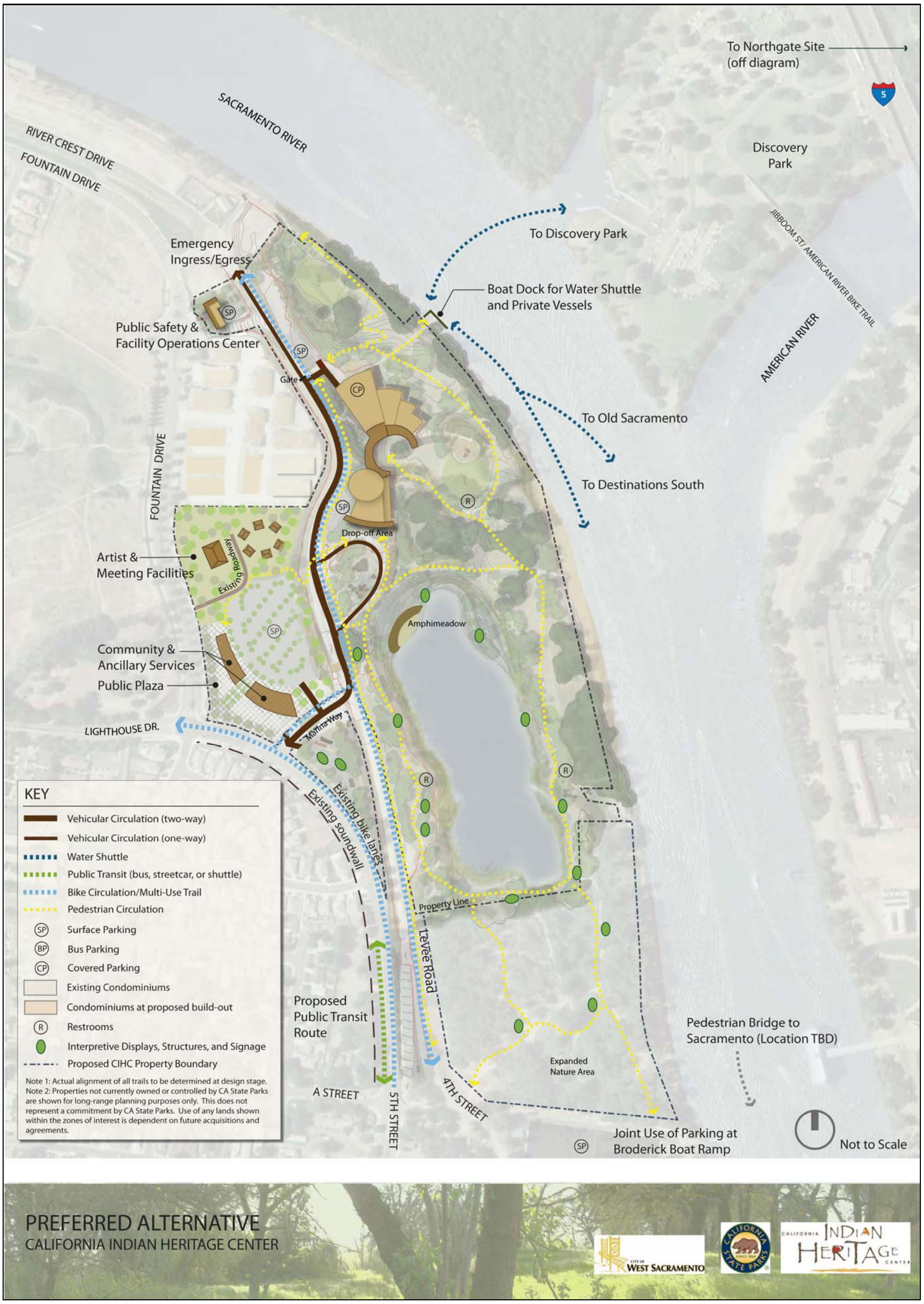
Exhibit 4-1 shows the location and extent of all CIHC facilities included in this General Plan. Approximate locations and footprints of the management zones are shown in Exhibit 4-2. A summary of the resource character, desired visitor experience and use, access, and facilities and a brief description of each zone are included in Table 4-1.

4.5.1 HERITAGE CENTER ZONE

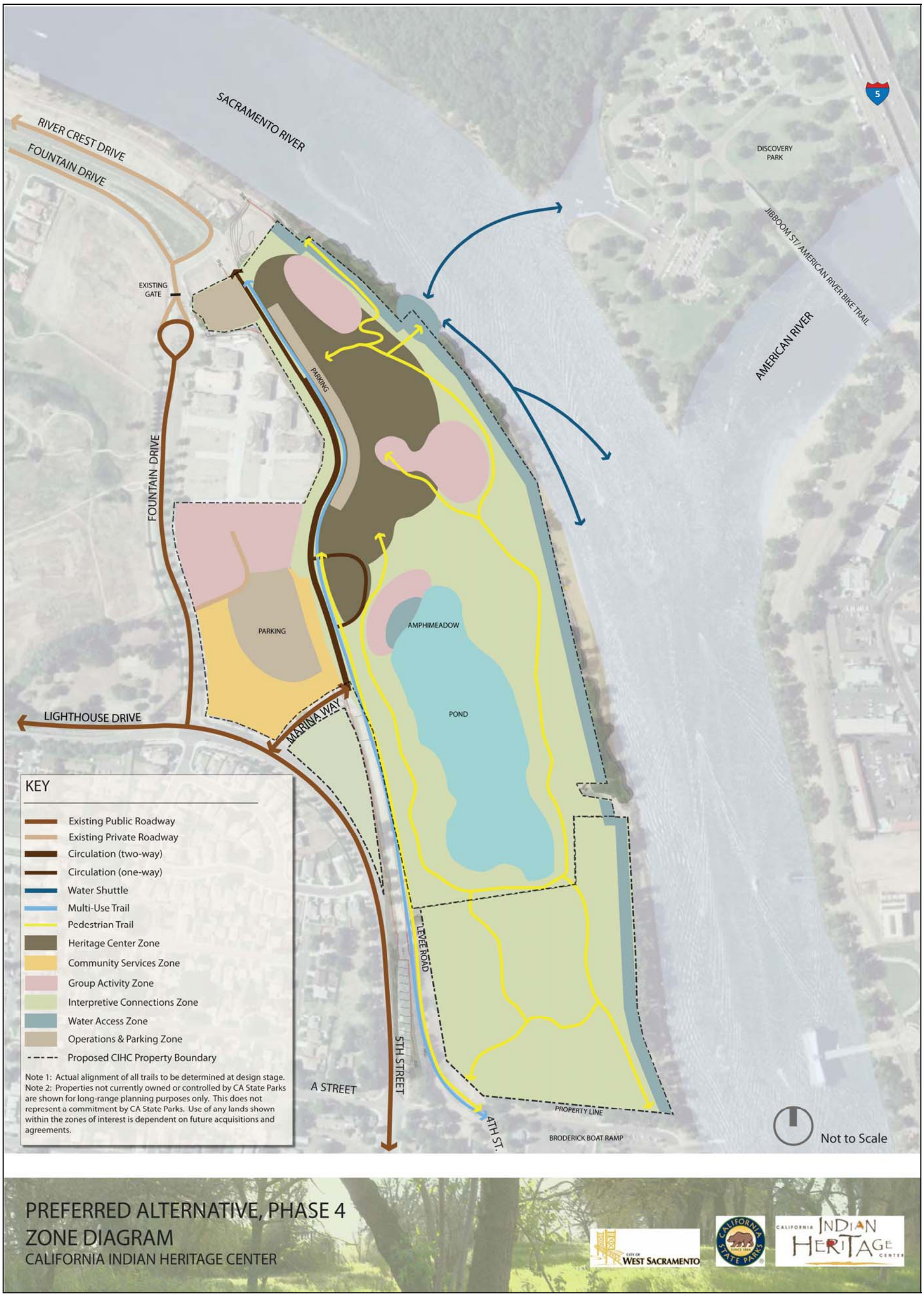
This zone is the site of the main CIHC building and houses the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The zone is characterized by native oaks and shrubs, many of which will be retained from current site conditions, including a large native oak tree proposed to be located in the central courtyard of the building. The main building will house and display the Tribal Treasures (collections) and offer visitor services, information, interpretive exhibits, educational programs, a museum store, and food services, along with core support facilities. The majority of the CIHC staff will be located here.

4.5.2 COMMUNITY SERVICES ZONE

The Community Services zone serves as a transition and buffer between the nearby West Sacramento community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community. The zone will also provide public services, that could include a café. Support space, such as a temporary CIHC visitor center and supporting exhibit space and additional offices, could also be included. Buildings in this zone will screen a large surface parking area, which will serve as the main parking facility for the CIHC.



CIHC Preferred Alternative **Exhibit 4-1**



CIHC Management Zone Diagram **Exhibit 4-2**

Table 4.1. Zone Matrix

Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
Description	This zone is the site of the main CIHC building housing the Tribal Treasures (collections). The site offers exceptional views across the Sacramento River to its confluence with the American River at Discovery Park. The zone is characterized by native oaks and shrubs, many of which will be retained from the site's current conditions, including an oak tree proposed to be located in the central courtyard of the building. The main building will display the collections and offer services, information, and educational and interpretive programs. The majority of the CIHC professional staff will be housed here.	This zone serves as a transition and buffer between the nearby community and the main building area on the riverside of the levee. It is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the CIHC and the community and community amenities, such as a café. Support space, such as additional offices, could be included. The buildings proposed in this zone will screen a large surface parking area at the rear which will serve as the main parking facility for the CIHC.	This zone provides focused areas for group activities that are ceremonial, recreational, interpretive, or educational in character. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for shared activities, in this zone, it is the predominant use. Four outdoor areas have been identified: • A dedicated field at the northern end of the site is intended for native games. • Outdoor areas to the east of the main CIHC building can be used for demonstration and interpretive purposes to include native games, dance, and storytelling. • A constructed meadow at the northern end of the pond can be used as an informal amphitheater. • The artist-in-residence area on the landside of the levee will include live-work residential units for the artists with a centrally located conference and meeting center. This area also serves to buffer the Regatta Neighborhood from more active uses to the south. • All areas available for ceremonial activities.	This zone acknowledges the important relationship between the CIHC and the nearby rivers, by providing water access and recreational opportunities. A boat dock on the Sacramento River will allow access to the East Riverfront Property site from various locations along the Sacramento River, and boat moorage for watercraft. The amphimeadow will include access to the pond allowing for small recreational watercraft (such as tule reed boats), and supervised wading.	This zone encompasses the largest area of the site, and consists of areas with minimal development but provides ample space for interpretive activities and exhibits. The intent of this zone is to allow visitors to gain an appreciation of the layered quality of the site, which is located at the confluence of two major rivers, is subject to periodic flooding and renewal, and includes high quality native habitat. The site also reflects the multiple cultural influences that have occupied and influenced it, as reflected by the use of the word "connections" in the name. The zone consists of several important subareas: • The riverfront, including the shoreline and the higher ground above. • The pond, which will be restored to more natural conditions. • The area south of the pond, which is known to provide high quality wildlife habitat and resemble historic vegetation along the Sacramento River. • A monument to be located on the landside of the levee.	This is a functional zone consisting primarily of the CIHC public safety and facility operations area including offices, and parking for vehicles. May also include security offices and vehicles. The zone will be located at the northern end of the site on the landside of the levee. This zone also includes bus parking at the northern end of the site, the loading dock for the main CIHC building, and public access parking areas.
Visitor Experience	Visitors will experience California Indian culture through viewing of collections, art, and educational and interpretive materials and displays. Native plant gardens, scheduled dance, storytelling, and ceremonial programs will also allow visitors to experience native culture firsthand. Walking trails and pedestrian walkways will give visitors access to nearby views and native habitat. • High level of visitor use in a programmed environment	Visitors will have the opportunity to experience community and CIHC organized activities in the plaza, such as a farmers market or art show or festival. An information area will help to orient visitors to the park. A restaurant or café will be available to serve neighborhood residents as well as CIHC visitors. • High level of visitor use in an active, urbanized environment	Visitors will have an opportunity to participate in shared activities within these outdoor zones. Participation may be active, as would be with native games or dances, or passive demonstration viewing. • Moderate level of visitor use in a setting that may be programmed for specific activities, and allow for unprogrammed use the rest of the time (such as the native games field)	Visitors will be able to enjoy the recreational opportunities that the park offers. Nearby boating facilities, such as the marina at Discovery Park, will allow visitors to enjoy the river as a medium for accessing the park. Once the amphimeadow project is complete, the pond will be an inviting venue for passive recreational activities, such as picnicking and to observe demonstrations such as launching of traditional tule boats. • Moderate level of visitor use as this is a specialized activity, which may prove popular	Provides a contemplative area for visitors to enjoy views of the Sacramento River and beyond, and to experience the natural features on the east Riverfront Property site. Interpretive exhibits will provide a nuanced educational experience that reflects the many intersecting influences on the east Riverfront Property site. The sculpture garden on the landside of the levee will also provide visitors with an opportunity to experience contemporary examples of native culture. • Range of visitor use, with some areas experiencing relatively high use (the sculpture garden) and others relatively lower use (hiking trails)	The public safety and facility operations area is closed to the public, as are the bus parking lot and loading dock. The public access parking areas will include shade trees and pedestrian walkways to enhance the visitor experience. • Low level of visitor use except main parking on landside of levee

Table 4.1. Zone Matrix

Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
Resources Character and Management	The main CIHC building will include educational and interpretive facilities accessible to the public. Building grounds will offer seating, paths, gardens, and informal gathering spaces.	The zone will be a point of arrival and departure for all modes of travel. The plaza will function as a central gathering place serving the CIHC and community. Office, meeting, and commercial space will provide an attractive screen for the parking lot at the rear.	The areas in this zone will require design and landscaping improvements to foster spaces that can accommodate the desired activities. The artist-in-residence site will be developed with buildings and common space. Open grassy areas that allow for different activities will be an important part of this zone. Smaller planting areas can consist of display gardens and native and ornamental plants.	The boat dock will include a dock and moorage slips. The pond will have no formal boating access facilities. This zone will require specific goals and policies to ensure safe and standardized use of the boat dock and pond access points.	The portion of the site south of the pond and some areas along the riverfront have good quality native habitat and will be retained. Other areas, such as the area west of the pond which is regularly disced, will be subject to restoration. The sculpture garden on the landside of the levee will include ornamental plantings to create an attractive visual appearance from the public street.	The proposed site for the public safety and facility operations area and main public parking on the landside of the levee are empty lots that will be enhanced by landscape screening when new facilities are constructed.
Visitor Uses	• Arrival/departure, orientation and staging • Educational and interpretive • Services (restrooms, café) • Group and individual activities	• Arrival/departure, orientation and staging • Services (restrooms, café) • Indoor meeting and outdoor gathering spaces • Passive resting and relaxing in an urban setting	Riverside of levee (3 areas): • Native games • Native dance • Storytelling • Demonstration Areas (cultural, indigenous plant garden) • Interpretive and self-guided tours • Passive viewing • Picnicking Landside of levee (1 area): • Artist demonstrations and displays • Conferences • Meetings • Cycling and walking on paths	Boat dock: • River access • Boat moorage for day use Pond: • Informal water play • Use of small demonstration watercraft (tule boats) • Demonstrations of native watercrafts • Demonstrations using traditional methods of fishing and harvesting	• Fishing • Walking/hiking • Cycling • Tours • Birdwatching • Picnicking • Art and sculpture viewing • Viewing demonstration gardens • Viewing of interpretive exhibits	Public safety and facility operations area (not open to public) • Offices • Vehicle parking • Equipment storage Parking (riverside of levee) • Bus parking • Parking for elders, handicapped • Loading zone for main building Parking (landside of levee) • Auto parking • Bicycle parking
Access	• Adjacent public transit, bus, and auto access via Marina Way. • Bicycle and pedestrian access via the levee, riverfront, and artist-in-residence area trails, and Marina Way.	• Public transit, bus, auto via public streets to the west. • Bicycle, pedestrian via public streets from the west and the levee trail from the east.	Access will be via pedestrian walkways and trails from designated parking areas.	Boat dock: • Access via motorized or nonmotorized watercraft, including water shuttles Pond: • Pedestrian	Access via bicycle and pedestrian trails from multiple locations on the site, including: • Levee trail • Trails from Broderick Boat Ramp • Pedestrian bridge across Sacramento River • Pedestrian path at north end of site	Public safety and facility operations area: • From Fountain Drive Parking (riverside of levee) • Access from levee road Parking (landside of levee) • From Marina Way

Table 4.1. Zone Matrix

Topics	Heritage Center Zone	Community Services Zone	Group Activity Zone	Water Access Zone	Interpretive Connections Zone	Operations Zone
Functions	Indoor • Entry area, ticketing, information, food service, retail, restroom, • Meeting rooms, classrooms, kitchen, changing rooms • Theater • Collections storage and curatorial spaces • Exhibit spaces • Interpretive exhibits • Library and archives • Offices and support space Outdoor • Orientation, entry, and gathering areas • Landscape grounds with programmed and unprogrammed areas • Walking trails and pedestrian walkways	• Food service • Retail • Community gathering • Outdoor seating • Landscaping • Focal points (sculpture, fountain) • Information booth • Offices • Meeting space	Riverside of levee: • Landscaped spaces • Unprogrammed spaces • Seating • Interpretive exhibits and structures • Restrooms • Pedestrian trails Landside of levee: • Artist-in-residence units • Community center • Multi-use (bicycle/pedestrian) trail • Landscaped areas • Area and shade trees	Boat dock: • Dock • Moorage slips • Pedestrian trail Pond: • Grassy meadow and beach • Pedestrian trail • Restroom	• Multi-use bicycle/pedestrian trail • Walking paths • Seating • Interpretive signage and displays • Viewing platforms • Restrooms	• Surface Parking lots • Bicycle parking racks • Pedestrian paths • Landscaped areas

4.5.3 GROUP ACTIVITY ZONE

This zone provides focused areas for group activities that may be ceremonial, recreational, interpretive, or educational. The emphasis in this zone is on participation. Although many areas within the CIHC site can be used for group activities (such as docent-led nature walks), group activities will be this zone's predominant use. Four major outdoor areas have been identified:

- A dedicated field at the northern end of the site is intended for Native games.
- Outdoor areas east of the building can be used to demonstrate and interpret Native activities such as games, dances, and storytelling.
- A tiered meadow at the northern end of the pond can be used as an informal amphitheater for interpretive programs.
- The artist-in-residence area on the landside of the levee will include live-work residential units for the artists to stay in on a temporary basis, with a centrally located conference and meeting center. This area also serves to buffer the Regatta at the Rivers neighborhood from more active uses to the south.

4.5.4 WATER ACCESS ZONE

This zone acknowledges the important relationship between the CIHC and the Sacramento and American rivers by providing access to the rivers and to the pond on the East Riverfront property, as well as recreational opportunities. A boat dock at the north end of the property on the Sacramento River will provide boat moorage for day use visitors, water taxies, and excursion boats and allow access to the East Riverfront property from the river. The restored pond will allow informal water access and space for demonstrations of traditional Native methods of fishing, harvesting tule reeds, andlaunching tule boats, among other activities. Along the Sacramento River, visitors will be able to access the waterfront to enjoy the view, fish, and picnic.

4.5.5 INTERPRETIVE CONNECTIONS ZONE

This is the largest zone at the CIHC and will consist of areas with minimal development but ample space for interpretive activities and exhibits. The intent of this zone is to provide visitors with vistas of the natural quality of the site. Additionally, this zone will reflect the multiple cultures that have occupied and influenced the site, hence the use of the word "connections" in the name. The zone consists of several important sub-areas that include the pond, which will be restored to a more natural condition; the area south of the pond, which is known to include high quality wildlife habitat; and an entrance monument to be located on the landside of the levee. Trailside interpretive exhibits will be installed throughout the zone.

4.5.6 OPERATIONS ZONE

This is a functional zone consisting primarily of the public safety and facility operation area that will include maintenance facilities, public safety offices, and park ranger and security offices and vehicles. The public safety and facility operation area will be located at the northern end of the site on the landside of the levee. This zone also includes bus parking, the loading dock for the main building, and public parking areas.

4.6 PARKWIDE GOALS AND GUIDELINES

Park unit goals and guidelines apply to the entire CIHC property; they have been developed to address issues, needs, and opportunities for improvement, protection, or change. Goals and guidelines provide guidance for management of the CIHC to achieve its long term vision. Goals establish the purpose and define the desired future conditions, while guidelines provide directions that State Parks will consider to achieve the goals.

4.6.1 STORMWATER RUNOFF MANAGEMENT (WATER)

GOAL WATER-1: Treat stormwater runoff onsite to prevent adverse effects to water quality from installation of park facilities described in this General Plan.

- **Guideline WATER-1:** Install systems for onsite capture and treatment of stormwater runoff and infiltration to reduce the amount of stormwater entering the stormwater drainage system and to reduce the amount of pollution and sedimentation in the runoff.

- **Guideline WATER-2:** Incorporate design features that provide for natural filtration of stormwater runoff. Vegetated swales and on-site retention of stormwater runoff shall be used to prevent stormwater runoff from the site from entering the Sacramento River. If the COWS stormwater drainage system is extended to the riverside of the levee, design features such as vegetated swales would reduce the pollutant load of stormwater runoff that enters the COWS stormwater drainage system.

- **Guideline WATER-3:** Implement Best Management Practices (BMPs) during project construction; prepare and implement Stormwater Prevention Pollution Plan (SWPPP); file a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board prior to construction activities requiring a National Pollution Discharge Elimination System (NPDES) permit and comply with NPDES permit cconditions.

- **Guideline WATER-4:** The use of fertilizer and pesticides shall be minimized to avoid transport by stormwater or irrigation runoff; fertilizers and pesticides shall not be applied to the amphimeadow in order to prevent the transport of residues into the pond.

4.6.2 AIR QUALITY (AQ)

Management goals and guidelines for Air Quality at the CIHC site focus on the mobile source and fugitive dust emissions particularly emissions associated with construction activities.

GOAL AQ-1: Manage the Air Quality emissions associated with the construction of CIHC.

- **Guideline AQ-1:** Water all active construction sites at least twice daily. Frequency should be based on the type of operation, soil, and wind exposure.
- **Guideline AQ-2:** Haul trucks shall maintain at least 2 feet of freeboard.
- **Guideline AQ-3:** Cover all trucks hauling dirt, sand, or loose materials.
- **Guideline AQ-4:** Cover inactive storage piles.
- **Guideline AQ-5:** Sweep streets if visible soil material is carried out from the construction site.

GOAL AQ-2: Manage the Air Quality emissions associated with the construction and operational diesel emissions at the CIHC.

- **Guideline AQ-6:** Where feasible use alternate fuels and emission controls to further reduce NOX, respirable and fine particulate matter (PM_{10} and $PM_{2.5}$) exhaust emissions.
- **Guideline AQ-7:** Where feasible replace/substitute fossil-fueled (e.g., diesel) equipment with electrically driven equivalents (provided they are not run via a portable generator).
- **Guideline AQ-8:** Where feasible use ARB-certified alternative fueled engines in construction equipment. Alternative fueled equipment may be powered by compressed natural gas, liquid propane gas, electric motors, or other ARB-certified off-road technologies. (To find engines certified by ARB, see http://www.arb.ca.gov/msprog/offroad/cert/cert.php.)
- **Guideline AQ-9:** Provide commercial electric power to the project site in adequate capacity to avoid or minimize the use of portable electric generators and equipment.
- **Guideline AQ-10:** Limit the hours of operation of heavy duty diesel equipment and/or the amount of equipment in use at any one time.
- **Guideline AQ-11:** Idling times shall be minimized either by shutting equipment off when not in use or reducing the maximum idling time to 5 minutes (as required by the California airborne toxics control measure Title 13, Section 2485 of California Code of Regulations [CCR]). Clear signage shall be provided for construction workers at all access points.

- **Guideline AQ-12:** All construction equipment shall be maintained and properly tuned in accordance with manufacturer's specifications. All equipment shall be checked by a certified mechanic and determined to be running in proper condition prior to operation.

4.6.3 NATURAL RESOURCE MANAGEMENT (NR)

Management goals and guidelines for natural resources on the CIHC site focus on the site's location on the bank of a major river, its location in the floodplain and associated permit requirements, the known presence of sensitive natural resources onsite, any associated resource agency requirements, the opportunities for restoration and habitat enhancement, and the goals of the CIHC interpretive programs.

Riverbank Location/Floodplain

GOAL NR-1: Manage the riverfront and floodplain at the site according to local and regional requirements for resource protection, permit requirements and flood safety.

- **Guideline NR-1:** Prior to construction of any facility in the floodplain, coordinate with the Central Valley Flood Control Board (CVFCB) to specify permit conditions for an encroachment permit and other permits, as needed; obtain permits as required; and abide by permit conditions.

- **Guideline NR-2:** Prior to initiating ground-disturbing activities affecting wetland and/or other waters of the United States subject to U.S. Army Corps of Engineers (USACE) jurisdiction, coordinate with the USACE regarding the specific needs related to obtaining a permit pursuant to section 404 and 401 of the federal Clean Water Act (CWA); if it is determined that a permit is required for project implementation, obtain the permit prior to project implementation and abide by all permit conditions. Any impacts to wetland and other waters of the US shall be mitigated on-site whenever possible.

- **Guideline NR-3:** If a CWA Section 404 permit from the USACE is required, obtain Section 401 clean water certification from the Central Valley Regional Water Quality Control Board as a condition of Section 404 permit requirements; abide by all permit conditions.

- **Guideline NR-4:** Prior to altering the riverbed of the Sacramento River (such as for boat dock construction) or the pond (such as for restoration activities or construction of the amphimeadow, or the riparian forest in the floodplain, coordinate with the California Department of Fish and Game (DFG) regarding the need for Streambed Alteration Agreement (SAA) pursuant to Section 1600 et al. of the California Fish and Game Code; if a SAA is required, obtain the SAA prior to project implementation and abide by all permit conditions. Any required mitigations shall be implemented on-site whenever possible.

- **Guideline NR-5**: Avoid adverse impacts to sensitive aquatic species during the implementation of any work that would result in streambed alteration, work on the pond, or disturbance of riparian areas. Conduct any in-water work consistent with requirements

of endangered species and regulatory agency requirements. Apply Best Management Practices (BMPs) to protect water quality.

Sensitive Natural Resources/Resource Agency Requirements

GOAL NR-2: Protect, maintain, and restore the natural diversity of habitat and associated sensitive natural resources for their perpetuation and enhancement in accordance with state and federal law.

- **Guideline NR-6:** Prior to implementing projects that may affect special-status species known to occur on-site, coordinate with the appropriate regulatory agencies regarding the potential need for protective measures during construction, or, if impacts cannot be avoided, the need to obtain an incidental take permit. Abide by conditions negotiated with the agencies and implement all conditions as agreed upon.

- **Guideline NR-7:** Monitor, protect, and restore sensitive natural communities present onsite, including riparian woodland and scrub, wetlands, the pond and elderberry shrubs.

- **Guideline NR-8:** Conduct regular biological surveys onsite to record locations of sensitive biological resources and use the obtained information to manage the site to support these resources over time.

- **Guideline NR-9**: Prior to ground-disturbing activities that affect suitable habitat for special-status plants with potential to occur on site, conduct a pre-construction survey for special-status plants. The survey shall be conducted according to DFG approved methodology by a State Parks-approved biologist during the appropriate blooming months (or when species can be unmistakably identified). If special-status plants are found, avoid occurrences during construction. If avoidance is not feasible, transplant special-status plant species on-site to suitable habitat that will be retained in the long term.

- **Guideline NR-10**: Prior to ground-disturbing activities that affect suitable aquatic and upland habitat for Northwestern pond turtle, a State Parks approved biologist shall conduct a preconstruction survey for Northwestern pond turtles. If turtles are found in areas to be affected by construction activities, the State Parks approved biologist shall move the turtle to a safe location or instruct workers to temporarily halt construction in the area to allow the turtle to move out of harm's way on its own.

- **Guideline NR-11:** Implement strategies to protect and restore sensitive natural resources by incorporating current field data into natural resource planning and management decisions.

- **Guideline NR-12:** To manage potential adverse effects on sensitive natural communities resulting from visitor use of the site, monitor sensitive natural resources present on the site for possible impacts caused by visitor use, nearby trails, and adjacent property use. If impacts are documented, implement adaptive management to reverse adverse effects and protect the resource from degradation.

- **Guideline NR-13:** Minimize fragmentation of intact plant communities and habitats when constructing new facilities and siting trails.

- **Guideline NR-14:** Prior to major maintenance or construction of major new facilities on the property, inspect buildings and large trees for sensitive species, including bat populations, and take appropriate management actions to avoid or mitigate potential impacts resulting from project implementation.

- **Guideline NR-15:** Coordinate with the Yolo Natural Heritage Program to ensure consistency between on-site natural resource management, mitigation for on-site impacts to sensitive natural resources, and the goals of the Yolo HCP/NCCP.

- **Guideline NR-16:** Reduce and, where possible, eliminate wildlife access to human food and garbage by using wildlife-proof recycling and trash receptacles, and implement applicable State Parks policies and practices.

- **Guideline NR-17:** For specific activities that will affect the bank of the Sacramento River and have the potential to adversely affect listed fish species, coordinate with the National Marine Fisheries Service (NMFS) regarding measures to avoid adverse affects; avoid removal of shaded riverine aquatic habitat.

Opportunities for Restoration/Habitat Enhancement

GOAL NR-3: Restore the site to natural conditions that resemble those present onsite prior to human disturbance.

- **Guideline NR-18:** Restore degraded areas such as the perimeter of the pond and areas that are characterized by invasive weeds, ruderal vegetation, and rubble to native vegetation communities to the greatest extent feasible.

- **Guideline NR-19:** Manage non-native invasive species to prevent their establishment and spread. Prioritize management efforts for those species that are most invasive, ecologically detrimental, and/or conspicuous at the CIHC.

- **Guideline NR-20:** For “themed” areas of the CIHC representing different vegetation types from throughout the state, use plant species that are native to California; avoid species known to be invasive or hard to contain, and manage areas to avoid inadvertent introduction of species non-native to the Sacramento area into other areas within the CIHC that are not part of the themed areas.

Interpretive Programs

GOAL NR-4: Interpret the natural resources at and adjacent to the CIHC to enhance the visitor experience.

- **Guideline NR-21:** Develop interpretive and educational programs/facilities that educate visitors on the variety of native plant communities and the associated plants and wildlife at the CIHC and how they can help preserve and protect them.

- **Guideline NR-22:** Provide public education to visitors about the values and importance of common and sensitive natural resources and the importance of their protection.

4.6.4 CULTURAL RESOURCE MANAGEMENT (CR)

GOAL CR-1: Protect significant prehistoric and historic cultural resources in the CIHC.

- **Guideline CR-1:** Consult regularly with California Indian tribes; tribal organizations; and the CIHC Core Advisors to ensure productive, collaborative working relationships, especially when considering management practices, involving the Park's natural and cultural resources of interest and concern to them.

- **Guideline CR-2:** Prior to all ground disturbing activity and once a proposed development plan will be implemented, a mechanical subsurface archaeological survey will take place. The survey will focus on identifying subsurface archaeological resources within this depositional environment. A series of backhoe trenches will be excavated two feet below the vertical Area of Potential Effect (APE) when established, in order to determine the probability of subsurface archaeological resources being present during ground disturbing activity.

- **Guideline CR-3:** In the event that human remains are discovered during project activities, all work at that location will be temporarily halted and diverted to another location. Any human remains and/or funerary objects will be left in place. The project proponent and/or construction contractor will immediately contact the State Park representative who will then contact the State Park Sector Superintendent. The State Park Sector Superintendent (or authorized representative) will notify the County coroner, in accordance with §7050.5 of the California Health and Safety Code, and the Native American Heritage Commission (NAHC) will be notified within 24 hours of the discovery if the coroner determines that the remains are Native American. The NAHC will designate the "Most Likely Descendent" (MLD) of the deceased Native American. The MLD will recommend an appropriate disposition of the remains. If a Native American monitor is at the park at the time of the discovery, and that person has been designated the MLD by the NAHC, the monitor will make the recommendation of the appropriate disposition. Work will not resume in the area of the find until proper disposition is complete (PRC §5097.98). No human remains or funerary objects will be cleaned, photographed, analyzed, or removed from the site prior to determination. If it is determined the find indicates a sacred or religious site, the site will be avoided to the maximum extent practicable.

- **Guideline CR-4:** At the discretion of a State Park-qualified cultural resources specialist, all General Plan implementation actions could be monitored. The project proponent and/or construction contractor will notify the Northern Service Center Cultural Resource Section a

minimum of three weeks prior to the start of General Plan actions to schedule monitoring, unless other arrangements are made in advance. If intact cultural features are uncovered during actions, the State Park-qualified cultural resources specialist will record and evaluate the find and implement avoidance, preservation, or recovery measures. If intact cultural features are uncovered during General Plan actions, the State Park-qualified cultural resources specialist will record and evaluate the find and implement avoidance, preservation, or recovery measures, if feasible. If avoidance is required, the project proponent will modify actions to avoid the cultural resources.

- **Guideline CR-5:** In the event that the State Pak-qualified cultural resources specialist at the Park determines that potentially significant, previously undocumented/unflagged cultural resources (including but not limited to dark soil containing shellfish, bone, flaked stone, groundstone, or deposits of historic material) are encountered during General Plan actions, all work in that location will be temporarily halted and diverted to another location, until the State Representative is contacted; a State Park-qualified cultural resource specialist will record and evaluate the find and work with the project proponent and/or construction contractor to implement avoidance, preservation, or recovery measures, as appropriate, prior to any work resuming at that specific location. In the event that previously undocumented cultural resources are encountered during project implementation and a State Park-qualified cultural resources specialist is not on-site, the State Representative will be contacted immediately and work within the immediate vicinity of the find will be temporarily halted or diverted until a State Park-qualified cultural resources specialist evaluates the find and determines the appropriate treatment and disposition of the cultural resource.

- **Guideline CR-6:** Prior to the start of General Plan actions a State Park-qualified cultural resources specialist will prepare a Construction Monitoring and Unanticipated Discovery Response Plan to be implemented if an unanticipated discovery is made. Elements of the plan will include:

  - Implementation of worker and supervisor response procedures to be followed in the event of an unanticipated discovery, including appropriate points of contact for professionals qualified to make decisions regarding the potential significance of any find;

  - Identification of, and on-call contact information for, persons authorized to stop or redirect work that could affect the discovery;

  - Provisions for monitoring of project actions in resource-sensitive areas.

- **Guideline CR-7:** Recent historic-era features and material deposits identified as a result of an archaeological survey of the project site will be researched and evaluated for their potential National Register of Historic Places/California Register of Historical Resources significance. If the features/deposits are recommended as significant, treatment procedures to reduce impacts to less–than-significant levels will be developed.

4.6.5 VISITOR USE AND OPPORTUNITIES (VU)

GOAL VU-1: Provide a range of high quality educational, interpretive, and recreational opportunities for a variety of visitors to the CIHC.

- **Guideline VU-1:** Ensure that the CIHC serves as a designated location for California Indian peoples to share their historical experiences and their contemporary culture. Provide visitors with opportunities for participation in events and ceremonies such as Acorn Day and Honored Elders Day once these events move to the CIHC from SIM.

- **Guideline VU-2:** Collaborate with tribal representatives to create educational and interpretive programs that are interconnected with California Indian culture.

- **Guideline VU-3:** Develop a variety of programs for school children that allow them to experience aspects of Native American history and culture. Experiences would range from traditional viewing of collections to interactive programs that allow students to experience the natural resources found in the park and the cultural influences on it.

- **Guideline VU-4:** Encourage local residents to enjoy the CIHC by making its facilities available for formal use, such as community meetings, exhibitions, and celebrations, and informal use, such as cycling, running, and walking; conduct active outreach to community groups and organizations regarding opportunities for visitors at the CIHC.

- **Guideline VU-5:** Promote regional visitation through active outreach to a variety of groups and organizations throughout California. Consider a broader promotional effort that could include neighboring states; use a broad range of media including in-person outreach, printed materials, websites, and social media in compliance with State Parks policies.

- **Guideline VU-6**: Sponsor special events and activities in partnership with local service, voluntary, and nonprofit organizations to promote the natural history and cultural values of the CIHC.

- **Guideline VU-7:** Create educational and outreach materials to publicize the opportunities available at the CIHC to a variety of targeted recreational user groups, such as cyclists, boaters, and bird-watchers.

- **Guideline VU-8:** Coordinate with local agencies on planning efforts to ensure that CIHC resources and interests are represented in planning efforts that affect park visitation, such as extension of the regional bike trail; ensure that programs and management strategies implemented at the CIHC are consistent with and do not adversely affect local and regional planning efforts.

4.6.6 INTERPRETATION AND EDUCATION

CIHC Interpretive Significance

The CIHC will serve as the primary repository for Tribal Treasures (collections) under the care of State Parks. The facility will also serve as a center for California Indians who wish to share their cultural heritage with other tribal members and the community at large. The restored riparian landscape and riverfront of the CIHC, with the aid of guided tours and interpretive signs, will present a remarkable opportunity to demonstrate to the public the connection between Native California Indians and the nature that existed before the creation of cities.

CIHC Interpretation Mission

CIHC visitors will gain insights into contemporary California Indian culture, and will gain an appreciation for how California Indians perceive the physical and natural world. The CIHC's interpretive mission is to provide interpretive experiences using a variety of techniques including formal exhibitions, labels, technology assisted programs, site tours, and hands on experiential learning.

CIHC Interpretation Vision

The CIHC will honor Native California Indian cultures and their traditions. While the historic past is that which has gone before, the goal of the CIHC is to facilitate a contrast to the interpretation of the historic past promoted by the dominant culture. This will be done through California Indian People telling their own stories about the past and their contemporary culture. This presents a departure from traditional museum interpretation in that it results in California Indian voices being heard without filters. The CIHC will share with the visitor the fundamental role of the natural world as the basis for the Native worldview. This will offer an awareness of nature's influence in all facets of Native life. The CIHC conveys Native values through a blend of natural elements that integrate the indoor and outdoor environments through design of park facilities.

Themes

Development of the CIHC has been guided by the Developing Vision. This document includes "themes" for the purpose of describing the content of the CIHC. However, these themes are not consistent with development of themes as utilized by State Parks. Therefore, the information below is an attempt to blend the "themes" from the Developing Vision with standard State Parks thematic development into a new description of the CIHC themes. It is important for the reader to refer back to the Developing Vision to ensure that the original intent of the interpretive elements of the CIHC is not lost in translation.

Unifying Theme

The CIHC will convey that California Indian communities and cultures are alive and thriving in contemporary society and that the past gives significant meaning to the experiences and perspectives of California Indian people in the present.

Primary Themes

Gathering of the People: Oral story ties California Indians to the land, their people, and their traditions; the sharing of stories is what gives their cultures the connections and understandings of their sacred and spiritual beliefs. The common bond between distinct California Indian groups is the concepts of family, community, nature and the Native understanding of spiritual respect and humility.

Lands of the People: California Indian Nations are as diverse as the state's environment. While the land of the CIHC represents the natural world of local Native people, land use will reflect a general Native relationship to, and respect for, the environment and the power of nature.

Cycles: At the heart of the California Indian worldview is the concept of cycles. Whether referring to stages of life, seasonal changes, or historical processes, this fundamental Native philosophy is key to understanding the connection of modern life and traditional practices.

Memory: Past events, whether associated with traumatic experiences, or the triumph over adversity, play an important role in shaping the identity of California Indian people in the present.

Connections: California Indian communities are alive and thriving in the present, but they are also part of the larger State, Nation, and World society. As such, California Indians find themselves in the position of cooperating with non-Natives in a variety of contemporary issues that require continued education, compassion and understanding.

Content Areas Indoors

The indoor program introduces visitors to California's diverse natural landscapes, developing the context for how the land works to help shape the perspective of Native peoples. The themes related to the visitor's experience are Cycles, Memory, and Connections. These concepts are incorporated through story, song, cultural history, and awareness of the natural environment. The story identifies views of Native life and traditions from Native oral history, helping the visitor understand how these traditions have continued to present time and bringing the past into a contemporary experience and perspective.

The CIHC facility will adopt environmentally conscious building practices and meet the highest sustainability standards. These practices reflect California Indian values.

Content Areas Outdoors

The outdoor environment represents the variety of land stewardship uses by Native People. Cycles, Memory, and Connections are interpretive themes that will be in evidence as visitors wander the natural paths and trails surrounding the CIHC.

A visitor can view Native contemporary sculptures and traditional and Native community presentations in their most natural setting. Shelters designed for seasonal and permanent uses will offer the visitor a deeper understanding of their continued uses and significance.

Contemporary Native sculptures placed throughout the landscape will help illustrate the Native stories, adding a contemporary view of the past.

The landscape shapes the stories, along with nature and its ever-changing seasons. As visitors explore, they will be introduced to a variety of native plants, identified by their many uses. Examples of Native stewardship and gathering sites are evidence of how Native People cared for their natural surroundings throughout the seasons. These natural elements will help the visitor understand the importance for seasonal migrations and their preparation. They will also help demonstrate the displacement of native food sources and its severe outcome as the shrinking of Native lands continues to affect Native communities.

Interpretive Periods

Given the unique status of the CIHC as a "heritage center" and not a museum or historic site, the emphasis of interpretive programming rests in the present. The CIHC will interpret historical events, but such events will not necessarily be associated with linear conceptions of time or with specific historical periods or related dates. Rather, they represent transformative periods that may overlap or be contiguous with other past events and/or the present. The intent is to avoid treating historic events as occurring in discrete time periods and emphasize the relationship of the past to the present. Doing so, gives the opportunity for the CIHC to reflect the words, stories, worldview and history of California Indians as they understand it, as opposed to Eurocentric concepts of time.

Cycles

Tradition among California Indian communities is the recognition of importance of cycles. Whether they are seasonal cycles, life cycles, or historical cycles, cycles bring communities together, allowing for ceremony, organizational alliances, family bonds, trade, medicine, design sharing, artistic expression, activism and sharing knowledge. This fundamental native worldview is important in the continuity and continual adaptability of California Indians to their respective environments. In spite of much adversity, California Indians continue to practice their traditions today and, in fact, these traditions often play an important role in their modern lives. The acknowledgement of the cycles and their importance represents additional validation of continuity for Native cultural and historic identity.

Memory

Memory, in this context, describes an alternative form of past consciousness and describes the way in which individuals and groups think about historic events and their relationship to their present lives. Memory will offer balance to academic historical constructions of the past, allowing for a Native perspective on history. Memory may not always reconcile with historical "facts," but understanding memory, as a process, is important because it describes the way in which individuals and groups transmit a sense of the past through members of a given group and between generations. Through memory, visitors may gain a better understanding of how California Indians view the impact and legacy of conflict that resulted from European Nations

and Anglo-American conquest of what is now the State of California. Understanding Memory also gives valuable insight into how California Indians preserved traditions in spite of the persistent attempts of ethnocide by European Nations and Anglo-Americans.

Connections

Connections, in this context, means a forum in which the Native community can gather to bring the traditions of California Indian people into a contemporary focus for visitors. Connections, as a concept, can offer a perspective on complicated issues that can benefit from expanded and sustained public education, compassion, and understanding. Connections will also be the setting for current Native cultures to identify and define their role and how the Native community would like to define its future, what values and connections they hope to continue.

Interpretive Collections (INT)

A Scope of Collections Statement exists for the SIM and CIHC in accordance with State Parks policy for care and management of museum collections. The Scope of Collections Statement is included as Appendix F.

GOAL INT-1: Emphasize the richness and diversity of California Native communities and their traditions.

GOAL INT-2: Use California Indian voice for all information, stories, and perspectives of California Indian people represented at the CIHC.

- **Guideline INT-1:** Develop policies, standards, and practices related to the care, exhibition, public description, and access to Tribal Treasures (collections) with full participation of the California Indian community.
- **Guideline INT-2:** The CIHC will not act as an archaeological repository. The CIHC is not intended to house Native American human remains or any funerary objects known to have been associated with Native American human remains.
- **Guideline INT-3:** Develop policies and programs to encourage the sharing of cultural, historic, and traditional knowledge regarding Tribal Treasures (collections) entrusted to the CIHC.
- **Guideline INT-4:** Support and encourage the continued cultural traditions of Native Californians; support the preservation practices of traditional California Indian treasures.
- **Guideline INT-5:** Create policies that incorporate California Indian traditions, honor California Indian values, and adopt and implement professional museum standards and practices.

- **Guideline INT-6:** Consult with California Indian people, historians, ethnographers, anthropologists, and archaeologists to develop an objective portrayal of the history, stories, cultures, and traditions of California's Native People.

- **Guideline INT-7:** Facilitate collaboration for the network of California Indian regional museums and cultural centers throughout the state.

- **Guideline INT-8:** Through interpretive techniques and involvement of California Indian People, incorporate historic and contemporary information and challenge traditional assumptions by allowing California Indian perspectives and voices to tell stories.

- **Guideline INT-9:** Bring to the public's attention the truth about injustices faced by California Indians.

- **Guideline INT-10:** Emphasize the traditions and values that distinguish California Indians as a people of the present.

- **Guideline INT-11:** Develop programs and exhibits that will engage an audience of diverse ages, cultural backgrounds, and education.

- **Guideline INT-12:** Develop a program specific to schoolchildren by offering age-appropriate exhibits and educational programs for young audiences that will inform the California State K–12 curriculum, with emphasis on programs and outreach for local schools.

- **Guideline INT-13:** Offer Native People venues for dialogue about cultural matters of importance, including professional meetings, summits, and symposia. These types of cultural matters will keep cultural traditions alive, highlight cultural expression, advance understanding and interpretation of Indian culture, and train stewards of cultural resources.

- **Guideline INT-14**: Offer opportunities for California Indians to be actively engaged in the interpretive program as docents, artists, and in other functions that support to the CIHC vision.

- **Guideline INT-15:** Provide state-of-the-art information by using technological resources that will assist California Indians in tracing their genealogy, family history, and tribal heritage; facilitate the sharing of knowledge by California Indian cultural institutions and encourage those institutions to offer distance learning programs statewide.

GOAL INT-3: Honor the diversity of contemporary art through a dialogue with California Indian artists to develop a wide variety of venues for contemporary expression, opportunities, and media.

- **Guideline INT-16:** Exhibit art from California and beyond to offer other influences and perspectives on contemporary American Indian art.

- **Guideline INT-17:** Encourage and initiate educational programs that develop varying facets of creative or contemporary media and traditional skills that preserve and protect Indian cultural techniques and values.

- **Guideline INT-18:** Install in-house studios, workshops, and artist-in-residence fellowships.

- **Guideline INT-19:** Provide facilities for flexible, multi-use, and contemporary exhibition galleries.

GOAL INT-4: Reach out to diverse audiences, including non-traditional museum visitors to the park.

- **Guideline INT-20:** Continue diverse outreach programs.

- **Guideline INT-21:** Encourage the development of CIHC as a "hub" for information flow between institutions and organizations. Ensure that multi-modes of information gathering and sharing are available through the CIHC.

Recommendations for Future Interpretation Planning Efforts

Given the importance and complexity of the CIHC's interpretive mission and vision, State Parks will consider development of an interpretive master plan, in collaboration with the Native community, to identify programs, activities, and media that are most suitable.

4.6.7 PARK OPERATIONS

Public and Visitor Safety (SAFE)

Public safety for the CIHC will be handled by State the Capital District's Public Safety Team. Law enforcement will be conducted in accordance with a Memorandum of Understanding (MOU) to be prepared between State Parks and COWS as called for in the Master Agreement. Additionally, State Parks will apply environmental design techniques to ensure the CIHC is safe for staff and visitors, and has developed a Management and Operations Plan (Exhibit C of Master Agreement in Appendix A; and updated version May 2011) for addressing security on the CIHC grounds and surrounding areas. State Parks rangers will patrol during the day, typically between 7:30 a.m. to 5:30 p.m. Nighttime security services will be provided by a private security company, similar to the scenario currently implemented at Old Sacramento State Historic Park. Fire response will be provided by the COWS Fire Department from existing fire stations.

GOAL SAFE-1: Develop a program that promotes the safety of park visitors, employees, and property as the CIHC continues to evolve from Phase 1 through full build-out at Phase 4.

- **Guideline SAFE-1:** Develop and implement a safety and security MOU in cooperation with COWS Police Department and in accordance with the Master Agreement.

- **Guideline SAFE-2:** Ensure sufficient State Parks ranger staffing to patrol the park, or if not available, arrange patrol and security service with other service providers.

- **Guideline SAFE-3**: Ensure that COWS patrol police have access and ability to patrol park grounds as situations warrant.

- **Guideline SAFE-4:** Prepare a fire response plan in coordination with the COWS Fire Department, structural and access requirements according to the Uniform Building Code and the Uniform Fire Code, such as requirements for emergency vehicle access, sprinklers, and fire resistant and/or fireproof materials.

- **Guideline SAFE-5:** Coordinate with the COWS Fire Department and the Rivers Community Association to ensure that secondary emergency access to the park is available from the north end of the levee road.

- **Guideline SAFE-6:** Engage neighborhood residents and homeowners associations to participate in public safety efforts for the park through ongoing outreach and coordination and by providing them with contact information in case they observe anything suspicious at the CIHC.

- **Guideline SAFE-7:** Incorporate safety features into the design of lighting, pedestrian walkways and landscaping.

- **Guideline SAFE-8:** Train park personnel in safety and security measures to ensure staff and visitor safety.

- **Guideline SAFE-9:** Identify and coordinate with local and state agencies providing rescue operations for water-related emergencies and develop water safety and rescue procedures.

- **Guideline SAFE 10:** Include specific safety and security measures in the Management and Operations Plan, including an evacuation plan.

- **Guideline SAFE 11:** Develop a vegetation management plan that defines planting zones for fire resistant vegetation and landscaping, including defensible space around buildings, in order to reduce risk of wildfire around park buildings or facilities and in areas where a fire could either enter the park or move beyond park boundaries.

4.6.8 FLOOD SAFETY (FLOOD)

Because the CIHC is located in the floodplain of the Sacramento River, special attention must be given to site design, on-site safety, emergency evacuation plans, and ongoing site management. The following goals and guidelines aim to provide guidance for design, construction, operations and maintenance of the CIHC as they relate to flood safety.

GOAL FLOOD-1: Ensure the CIHC and its Tribal Treasures (collections), facilities, visitors, and staff are protected from floods while properly integrating with the City of West Sacramento's Flood Protection System.

- **Guideline FLOOD-1**: Coordinate with the West Sacramento Area Flood Control Agency (WSAFCA) on issues related to the planned levee improvement program, and issues related to local levee integrity.

- **Guideline FLOOD-2**: Coordinate with local, state and federal agencies with jurisdiction regarding local levee safety during design, construction, and long-term maintenance of CIHC facilities; obtain permits as required, and abide by all permit conditions and management recommendations. Keep abreast of changes and revision to all applicable laws and regulations and manage the CIHC in accordance with current permits and associated conditions and requirements.

- **Guideline FLOOD-3:** Design and construct the CIHC buildings to standards that can withstand a 200-year flood event. Structures on the riverside of the levee shall be sufficiently elevated to provide protection from the 200-year flood event. Any improvements constructed or measures implemented to ensure 200-year flood protection shall be designed to not significantly increase the risk of flooding or the effect of flooding on any adjacent or nearby properties.

- **Guideline FLOOD-4:** Structures located on the CIHC site must, *at a minimum*, comply with the following requirements contained in CCR Title 23 Waters Division 1. Central Valley Flood Protection Board, December 2009:

    - Structures may not be constructed on a levee section or within ten (10) feet of a levee toe;

    - Structures must be securely anchored and flood proofed to at least two (2) feet above the 100–year flood elevation or two (2) feet above the design floodplain, whichever is higher.

    - The flood proofing must be consistent with the potential uses of the structure;

    - Structures must be located and oriented to have minimal impact on flood flows; and

    - The number of structures permitted is limited to the minimum reasonably necessary to accomplish an appropriate land use activity.

- **Guideline FLOOD-5:** Ensure that the CIHC complies with the Federal Emergency Management Agency (FEMA) National Flood Insurance Program 200-year development standards; acquires elevation certificates before construction begins; and complies with other development standards (e.g., flood-proof utilities), depending on the location and elevation of each component of the project.

- **Guideline FLOOD-6:** Develop an emergency response plan for flood events that defines procedures for evacuating staff and visitors.

- **Guideline FLOOD-7:** Develop an emergency plan to protect the Tribal Treasures (collections) housed at the CIHC during a flood event. Protection alternatives could include evacuation to an offsite location, and/or protection on-site, including relocation of Tribal Treasures (collections) to higher floors.

- **Guideline FLOOD-8**: Identify early flood warning programs and emergency procedures and other emergency measures as directed by CVFPB and COWS to avoid flood damage, secure facilities, and protect them from adverse affects caused by floods.

4.6.9 DAYS AND TIMES OF OPERATION (OPEN)

GOAL OPEN-1: Ensure that CIHC facilities and grounds are open for regular public use with regularly scheduled days and times of operation.

- **Guideline OPEN-1:** Require paid entry only at the main CIHC facility. Park grounds shall be open to the public free of charge.

- **Guideline OPEN-2:** Ensure that hours of operation for the main CIHC facility will be from 10 a.m. to 5 p.m., 7 days a week. The facility will be closed on Thanksgiving, Christmas, and New Year's Day.

- **Guideline OPEN-3:** State Park grounds, including trails, water access areas, and the sculpture garden shall be open for public use year-round. To promote safety and security, public use will generally be prohibited from sunrise to sunset, except for approved special events.

- **Guideline OPEN-4:** Include days and times of operation standards in the Management and Operations Plan.

4.6.10 ACCESSIBILITY (ACCESS)

State Parks is committed to making State Parks accessible to people with a wide range of physical abilities, as identified in the *California State Accessibility Guidelines* (Accessibility Guidelines) (California State Parks 2009b). The Accessibility Guidelines state that accessibility is influenced by the location and type of park and that basic services and experiences need to be accessible to all people with disabilities, while maintaining the intrinsic qualities of the place.

The CIHC is located in an urban setting; the Heritage Center and Community Services zones are urban to semi-urban in design and include paved roadways, parking lots, and pedestrian paths. Other zones, particularly the Interpretive Connections zone, are intended to protect the natural resource values, and therefore may have more limited and informal access. The Accessibility Guidelines; therefore, suggest that park designers consider park features and programming

when designing the location and type of accessibility improvements. The accessibility guidelines include standards for boat docks, restrooms, trails, amphitheaters, and other facilities that will be included in the park.

GOAL ACCESS-1: Develop an accessibility plan for the CIHC that is consistent with the Accessibility Guidelines.

- **Guideline ACCESS-1:** Design and construct a ramp or similar accessibility feature that allows visitors to travel between areas west and east of the levee.
- **Guideline ACCESS-2:** Consider accessibility in the design of all visitor facilities, and provide access to visitor with limited mobility throughout the park to the greatest extent feasible.
- **Guideline ACCESS-3:** Provide a range of audio-visual equipment that allows visually impaired and hearing-impaired visitors to access and enjoy CIHC programs.

4.6.11 CIRCULATION SYSTEM (CIRC)

The CIHC is designed to accommodate arrival and internal circulation by a variety of modes of visitor transportation, including transit, auto, watercraft, bicycle, and pedestrian. During public outreach in support of the General Plan, COWS residents and stakeholders strongly encouraged State Parks to explore alternatives to transportation to and from CIHC by private automobile. The guidelines in this section reflect that expressed desire to preserve the high-quality visual and natural resource values of the East Riverfront property by minimizing parking and encouraging use of alternative modes of transportation. Therefore, the proposed goals and guidelines for visitor circulation seek to minimize auto circulation and parking and to encourage the inclusion of public transit options.

The levee road and Marina Way (Exhibit 4-2) are already used informally by local residents for cycling, walking, and dog walking; continued use by cyclists and pedestrians is anticipated to occur in the CIHC. The *City of West Sacramento Parks Master Plan* (COWS Parks Plan) (2004) identifies the CIHC as part of a regional recreational corridor along the Sacramento River. The CIHC will continue the development of this corridor with improvements to the levee road, which would accommodate cyclists and pedestrians on a multi-use trail. A pedestrian path would ultimately connect from the Broderick Boat Ramp to the south, follow the Sacramento River shoreline, and connect with a pedestrian path at the north end of the East Riverfront property. Other bicycle and pedestrian paths provide total connectivity throughout the State Park and will connect with access routes to destinations off-site.

GOAL CIRC-1: Implement a circulation plan that promotes efficient circulation throughout the park for a variety of modes of travel, potentially resulting in a reduced use of personal automobiles.

GOAL CIRC-2: Seek opportunities to provide multi-use recreational bicycle and pedestrian paths with local and regional connections.

- **Guideline CIRC-1:** To protect scenic and natural resource values in the park, construct or improve public access roadways in the western portion of the East Riverfront property, including Marina Way (an existing public street).

- **Guideline CIRC-2:** Construct north-south bicycle lanes and pedestrian walkways along the levee road that provide connectivity to the existing riverfront trail on the south side of the Broderick Boat Ramp and acts as a region-serving circulation route.

- **Guideline CIRC-3:** Explore the potential for an east-west multi-use trail that connects Fountain Drive to the riverfront and a proposed pedestrian bridge across the Sacramento River (the bridge would not be part of the CIHC).

- **Guideline CIRC-4:** Construct an informal pedestrian path along the CIHC riverfront that affords views of the Sacramento River and connects to the existing regional trail on the south side of the Broderick Boat Ramp.

- **Guideline CIRC-5:** Connect all major destinations in the park with fully accessible pedestrian paths, unless accessibility is precluded by topography, flooding, or other factor identified at the time of design.

- **Guideline CIRC-6:** Coordinate with local and regional transportation agencies to extend transit service to the CIHC.

- **Guideline CIRC-7:** Consider discounted admission to the heritage center for visitor arriving by public or non-motorized transportation to encourage the use of alternative modes of transportation to private vehicles.

- **Guideline CIRC-8:** Evaluate the use of a shuttle bus to encourage remote parking for special events.

- **Guideline CIRC-9:** Coordinate with local agencies and service purveyors to determine the feasibility of a water shuttle to connect the CIHC to potential locations along the Sacramento and American Rivers.

- **Guideline CIRC-10:** Provide gated, secure local access to operations, loading, and service areas for State Parks rangers and maintenance staff.

- **Guideline CIRC-11:** Designate trails pursuant to the Public Resources Code for approved trail use. This will establish controls for various kinds of animals within the park boundaries, as well as designate which trails have been approved for pedestrian, bicycle and/or equestrian use. Some designated areas may be off limits to pets and people to protect fragile resources.

4.6.12 ACCESS POINTS (AP)

As an urban park with grounds that are to be open and accessible to the public throughout the year, the CIHC will be accessible by various modes of transport and at multiple points of access along the edge of the property.

The primary entrance to the park will be located at the intersection of Lighthouse Drive and Marina Way; both streets are existing public rights-of-way (Exhibit 4-2). Marina Way will function to provide a full range of access opportunities, including emergency vehicles, bus, auto, bicycle, and pedestrian access with both entry and exit. Marina Way is proposed to be an uncontrolled entrance without a staffed kiosk; however, this may change if visitation and parking warrant controlled auto access in the future.

A secondary emergency vehicle access point will be available at the north end of the site via the levee road. Emergency vehicles accessing the site from the north entry point must pass through a gate on Fountain Drive providing entry to the Rivers neighborhood and turn onto River Crest Drive to access the levee road.

An optional future access point for cyclists and pedestrians could be from Fountain Drive via a multi-use trail located in a linear landscaped greenway. The trail would connect with the multi-use trail adjoining the levee road on the East Riverfront property.

GOAL AP-1: Provide convenient access to the CIHC for visitors and staff using various modes of travel.

- **Guideline AP-1:** Coordinate with COWS to determine an appropriate access point from the Broderick Boat Ramp for a riverfront pedestrian trail. Coordinate with CIRI to identify a pedestrian trail alignment that could afford connectivity between the Broderick Boat Ramp and the East Riverfront property.

- **Guideline AP-2:** Coordinate with the COWS Fire Department and the Rivers Community Association to identify access procedures to ensure secondary emergency access to the CIHC.

- **Guideline AP-3:** Coordinate with WSAFCA to identify improvements necessary to support circulation on top of the levee providing access to the East Riverfront property.

- **Guideline AP-4:** Coordinate with local and state agencies to consider additional and/or alternative access points from the Sacramento River to the CIHC that are not currently identified in the General Plan, based on additional study and review. For example, the location of the proposed pedestrian bridge has yet to be determined as of the writing of this General Plan, and trail access should be coordinated with the location that is ultimately determined.

- **Guideline AP-5:** Coordinate with the California State Lands Commission (SLC) and relevant property owners to determine a location for continuation of the riverfront pedestrian trail at the north end of the East Riverfront property, and access and construction of the boat dock.

- **Guideline AP-6:** Coordinate with the Department of Boating and Waterways and SLC to determine a location for the boat dock and to identify any potential water traffic conflicts with other watercraft use on the Sacramento River.

- **Guideline AP-7:** Analyze the need for controlled access at Marina Way if warranted by high auto traffic and parking needs that exceed existing facilities on the East Riverfront property.

4.6.13 CONCESSIONS AND OTHER COMMERCIAL OPPORTUNITIES (CON)

GOAL CON-1: Enhance the visitor experience by establishing concession services and/or other opportunities which are consistent with the mission of the CIHC.

- **Guideline CON-1:** Work with Native artists to develop multiple venues (e.g., art festivals and special events) that allow them to display and market their work.

- **Guideline CON-2:** Allow for the existence of an interpretive-themed food service operation, a museum store, and other retail or commercial activities which provide a broad range of recreational and service facilities available at multiple locations. Property Acquisition (ACQUI)

As noted, the CIHC is fully functional if constructed on the East Riverfront and former JTS properties. However, the acquisition of additional properties, including the adjacent West Riverview and CIRI properties, could enhance the park's options and more fully realize the vision for the CIHC.

4.6.14 PROPERTY ACQUISITION (AQUI)

GOAL AQUI-1: When funding is available, consider the acquisition of additional properties that might allow for the expansion of CIHC facilities and grounds in keeping with the vision and mission of the CIHC, and arrange interim agreements providing for access easements, as appropriate.

- **Guideline AQUI-1:** Coordinate with property owners of adjacent parcels to explore opportunities for potential easements (such as a trail easement on the CIRI property) and use agreements that could extend visitor access.

- **Guideline AQUI-2:** If State Parks determines that additional property is advantageous to the mission of the CIHC, consider coordinating with third party land conservancy groups to facilitate the acquisition and potential land banking of properties until State Parks is able to acquire the properties.

- **Guideline ACQUI-3:** When funding becomes available, coordinate with property owners to explore acquisition options for adjacent properties that further the mission of the CIHC.

4.7 ZONE SPECIFIC GOALS AND GUIDELINES

4.7.1 HERITAGE CENTER ZONE (HCZ)

Management Intent

The Heritage Center zone is located north of the pond in an area of the property that has been determined to be above the 200-year flood level. The main CIHC facility will be located in this zone, with the precise location of the building to be determined at the design phase.

The Heritage Center zone is the main arrival point for visitors to the CIHC and the hub for all educational and interpretive activities. At full build-out, it will house the CIHC's Tribal Treasures (collections), display revolving exhibits, provide visitor services, and serve as a center for Native events and celebrations. The existing mature native oak woodland habitat present in this area will be preserved and integrated into the grounds to the greatest extent feasible. Improvements to the grounds will seek to highlight the exceptional views from the main facility and its grounds to the pond, the Sacramento River, and beyond.

GOAL HCZ-1: Create a facility that acts as a vital cultural meeting point for California Indians throughout the State of California.

- **Guideline HCZ-1:** Identify programmed spaces inside and outside the facility that are dedicated to specialized use by California Indians and closed to public use on specified days and times.

GOAL HCZ-2: Incorporate measures into the design and construction of the building and grounds that are consistent with the Native vision of "Healing the Land."

- **Guideline HCZ-2:** Implement the Design Standards and Guidelines in Appendix B of this General Plan.

4.7.2 COMMUNITY SERVICES ZONE (CSZ)

Management Intent

The Community Services zone is envisioned to serve as a buffer between existing neighborhoods to the west and the main facility on the East Riverfront property and as a transitional space that can serve the needs of the local community and the CIHC. The CSZ is an active zone intended to provide indoor and outdoor gathering places that can be used jointly by the community and the CIHC, to include meeting space, a café or other compatible commercial serving enterprises, and a plaza large enough to host special events. Support space, such as additional offices and an interim visitor center and associated exhibit space could be included in this zone as well. The CSZ also serves as a transportation hub that is intended to accommodate

auto, bicycle, and pedestrian traffic and could include public transit, depending on future routes. The buildings will screen a large surface parking area, which will serve as the main parking facility for the CIHC. Trees in the parking area will provide shade and enhance the look of the area.

GOAL CSZ-1: Create a transitions zone between the CIHC and the adjacent community that serves as a buffer between land uses and provides important community serving functions and support services for the CIHC.

- **Guideline CSZ-1:** The architectural style and design elements of buildings in the CSZ should be consistent with, but need not be identical to, the architectural design elements selected for the primary heritage center building on the East Riverfront property.
- **Guideline CSZ-2:** Focus uses in the CSZ that are consistent with the mission of the CIHC but have the capacity to jointly serve the nearby community. Such uses might include an information center that includes regional resources, meeting rooms, a café or restaurant, and activity areas for children.
- **Guideline CSZ-3:** Incorporate sufficient pedestrian routes that are safe, clearly marked, and connect visitors to various destinations within the park. In addition to other routes, a ramp or similar structure should be constructed that allows pedestrians to access the East Riverfront property from the Community Services zone.
- **Guideline CSZ-4:** Consider shared parking arrangements with other organizations and associations that have the potential to create income for the CIHC and promote extended use of the parking lot.
- **Guideline CSZ-5:** Coordinate with public transit service providers to encourage the establishment of transit service to the park and the construction of stops near the CSZ.

4.7.3 GROUP ACTIVITY ZONE (GAZ)

Management Intent

This zone includes four locations in the park: a Native games field at the northern end of the East Riverfront property, landscaped areas to the east of the main building on the East Riverfront property, the amphimeadow at the north end of the pond, and the artist-in-residence complex on the landside of levee on the former JTS property. The intent of the GAZ is to provide an area where programmed group activities are the predominant use. However, other uses are allowable and these spaces are sufficiently flexible to allow for a variety of programmed and unprogrammed activities.

GOAL GAZ-1: Provide gathering and activity spaces for community and CIHC associated events.

- **Guideline GAZ-1:** Design the Native games field as an open playfield that can flexibly include a variety of active recreational uses.

- **Guideline GAZ-2:** Create a complex of outdoor spaces near the main building that offer opportunities for group activities, including traditional storytelling, dance, music, and interpretive talks. Integrate multiple uses for each space whenever possible.

- **Guideline GAZ-3:** Ensure that gathering spaces include a variety of seating suitable to the proposed use.

- **Guideline GAZ-4:** Construct a landscaped buffer between the existing Regatta at the Rivers neighborhood to the north and the artist-in-residence complex. Include bicycle and pedestrian circulation routes to other destinations in the CIHC.

4.7.4 WATER ACCESS ZONE (WAZ)

Management Intent

The Water Access zone occupies two locations in the park: The west bank of the Sacramento River including the proposed boat dock, and the pond. The identification of the WAZ recognizes the opportunity to access and use the river and the pond, two of the most distinctive attributes of the CIHC.

The boat dock is located on the western shore of the Sacramento River, opposite the Discovery Park Marina. The intent of the boat dock is to increase CIHC use by making it accessible from nearby locations along the river, such as the Discovery Park Marina, the Railyards development, Old Sacramento, and West Sacramento to the south. The boat dock will be managed as a publicly accessible facility with moorage slips and is intended for day use, because no overnight camping will be permitted in the park. A portion of the dock will be designed to accommodate larger vessels serving as water taxis, tour boats, or similar midsized watercraft. This portion of the shoreline exhibits high topographic relief, with approximately 10 vertical feet typical from the East Riverfront property to the water level. Therefore, either a ramp or lift must be part of the site improvements to allow boaters to safely and conveniently access the CIHC.

The pond will be re-graded and will include an amphimeadow at its north end. The shoreline of the pond will be available for interpretive activities such as tule reed boat building and launching, or other native demonstrations. No boat ramp will be provided.

GOAL WAZ-1: Provide safe public access to the river and pond.

- **Guideline WAZ-1:** Ensure public access to the boat dock by small- to moderate-size watercraft to include motorized and non-motorized private vessels (such as motor boats and canoes), and publicly accessible vessels (such as water taxis and tour boats).

- **Guideline WAZ-2**: Limit activities not associated with the operation of watercraft (such as swimming and fishing) from the boat dock to ensure safety.

- **Guideline WAZ-3:** Set hours of operation for the boat dock consistent with hours of operation for the CIHC as a whole.

- **Guideline WAZ-4:** Construct the boat dock in a manner that recognizes the seasonally changing water levels of the Sacramento River and ensures the year-round use of the facility. For example, construct a floating dock with piers so that the dock raises and lowers with changing water levels while providing safe access to and from the East Riverfront property.

- **Guideline WAZ-5:** Coordinate with appropriate agencies to provide safe ingress and egress by watercraft to and from the boat dock and to avoid conflicts with other water traffic on the Sacramento River.

4.7.5 INTERPRETIVE CONNECTIONS ZONE (ICZ)

Management Intent

As described above in Section 4.5.5, this zone will largely remain undeveloped and will reflect the multiple cultural influences that have occupied and influenced it, hence the use of the word "connections" in the name.

GOAL ICZ-1: Provide a maximum range of interpretive facilities and opportunities.

- **Guideline ICZ-1:** Construct a pedestrian path along the riverfront extending the length of the park from north to south. The path should afford vantage points for views across the river and into the park and should offer connections to the overall trail system.

- **Guideline ICZ-2:** Develop an interpretive program that represents the park's unique relationship to water that includes its location at the confluence of the American and Sacramento Rivers as well as the constructed and restored pond in the park's interior.

- **Guideline ICZ-3:** Offer a range of outdoor interpretive programs and features that allow visitors to experience activities that include hands-on participation (gardening, building temporary structures), demonstrations, guided and self-guided tours and enhance the area using signage, sculpture, and natural features.

- **Guideline ICZ-4:** Provide an interconnected network of pedestrian trails that allow visitors to expand their access to and understanding of the park.

- **Guideline ICZ-5:** Prioritize habitat on the site to be subject to future study, planning, and restoration of native habitat. Consider extending this effort to the CIRI property to the south, if acquired. Seek opportunities to heal the land.

- **Guideline ICZ-6:** Include the levee and its role in the riverfront environment in the overall interpretive program.

- **Guideline ICZ-7:** Present visitors with information that allows them to expand their understanding of the historical experience and cultural practices of California Indians.

4.7.6 OPERATIONS ZONE (OZ)

Management Intent

This zone consists of the public safety and facilities operations area on the landside of the levee at the north end of the East Riverfront property. It also includes any service and loading areas associated with buildings. The OZ also consists of all surface parking lots, including the bus parking lot at the north end of the East Riverfront property; small, scattered surface parking lots; and the large proposed lot on the former JTS property on the landside of the levee.

The purpose of this zone is to ensure that necessary CIHC functions operate as efficiently as possible, but do not detract from the scenic values of the park. In addition, because the CIHC is an urban park with nearby residential neighborhoods, visual, noise, and odor nuisances must be minimized.

GOAL OZ-1: Provide safe and efficient spaces for CIHC operation and maintenance.

- **Guideline OZ-1:** Screen all operations, service, and loading areas from view with walls, fences, and/or landscaping. Select plants and materials for screening that are complementary to the overall park program.
- **Guideline OZ-2:** Provide access to the public safety and facilities operations area from both the east and west. Include a connection to the levee road on the east for service vehicles and from Fountain Drive on the west for staff and service vehicles. Neither east or west entrances should be open to public access.
- **Guideline OZ-3:** Limit hours of operation of service equipment (such as weed trimmers) to normal working hours to minimize the impact of noise on nearby residential neighborhoods.
- **Guideline OZ-4:** Coordinate with COWS to consider possible options for bus parking at the Broderick Boat Ramp.
- **Guideline OZ-5:** Address operations in detail in the Management and Operations Plan.

4.8 MANAGING VISITOR CAPACITY

4.8.1 METHODOLOGY

State Parks is required to assess carrying capacity issues in drafting General Plans to comply with Section 5019.5 of the Public Resources Code. State Parks defines carrying capacity as a prescribed number and type of visitors that an area will accommodate given the desired natural/cultural resource conditions, visitor experiences, and management programs.

State Parks defines Visitor Capacity Management as “a methodology used to determine and maintain the desired resource and social conditions that fulfill the purpose and mission of a

park. It includes establishing initial visitor capacities, then monitoring key indicators in order to identify appropriate management actions in response to unacceptable conditions."

An adaptive management process recognizes that management actions will have uncertain outcomes and, thus, it is important to adjust management and research decisions to better achieve management objectives. The steps that typically comprise an adaptive management process for State Parks are presented below. Steps 1 through 3 were completed as part of the General Plan preparation process while steps 4 through 6 should be implemented over time, as the goals and guidelines identified in this General Plan are implemented.

Step 1. Identify Existing Opportunities and Constraints
Step 2. Determine Vision and Desired Conditions
Step 3. Identify Issues and Evaluate Alternatives
Step 4. Develop Measurable Indicators and Thresholds
Step 5. Establish Initial Visitor Capacities
Step 6. Monitor Use and Identify Changing Conditions
Step 7. Adjust Environmental or Social Conditions

4.8.2 VISITOR MANAGEMENT GOALS AND GUIDELINES (VM)

GOAL VM-1: Establish and implement an adaptive management process for managing visitor capacity at CIHC in support of the General Plan's purpose and vision.

- **Guideline VM-1:** Develop measurable thresholds for the CIHC that will provide a baseline for monitoring of site conditions and implementation of adaptive management, as necessary.

- **Guideline VM-2:** Conduct regular monitoring of baseline conditions to document change over time; collect and analyze visitor data for both casual users of the grounds and paid admission to the main facility; establish visitor capacity over time, based on analysis of visitor data.

- **Guideline VM-3:** If monitoring efforts reveal that conditions are approaching or exceeding thresholds, management must consider alternatives and take appropriate action; adjust management actions to direct resource and visitor experience conditions to the desired state; continue to implement adaptive management.

Sierra Mono Indian Museum, North Fork

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Chapter Five: Environmental Analysis

5.1 INTRODUCTION

5.1.1 Purpose of the EIR

This General Plan for the California Indian Heritage Center (CIHC, with all its sections, constitutes an environmental impact report (EIR), as required by Public Resources Code (PRC) Sections 5002.2 and 21000 et seq. The General Plan is subject to approval and the EIR is subject to certification by the California Park and Recreation Commission (Commission). The Commission has sole authority for the plan's approval and adoption. Following certification of the EIR and approval of the General Plan by the Commission, California State Parks (State Parks) will prepare management plans and area development plans as staff and funding become available. Future projects that are part of the CIHC may be subject to permitting requirements and approval by other agencies, such as the U.S. Army Corps of Engineers (USACE), U.S. Fish and Wildlife Service (USFWS), National Marine Fisheries Service (NMFS), Central Valley Flood Protection Board (CVFPB), and California Department of Fish and Game (DFG).

5.1.2 Focus of the EIR

The notice of preparation for this General Plan was circulated to the appropriate federal, state, and local planning agencies. Comments received during the planning process were considered during preparation of this General Plan and EIR, which was prepared to address environmental impacts that may result from implementing the management goals and guidelines. Emphasis is given to significant environmental impacts that may result from future development and from operation of the CIHC consistent with these goals and guidelines.

5.1.3 Subsequent Environmental Review Process

The General Plan and EIR serve as a first-tier EIR as defined in Section 15166 of the State CEQA Guidelines, and as a project-level EIR where adequate detail is available to address potential impacts at the project-level. Additional individual or site-specific projects and appropriate CEQA compliance will follow the General Plan and EIR. For those resource topics where sufficient information was available to analyze potential impacts at the project level, future compliance may consist of the implementation of specific guidelines, mitigation measures or permitting requirements as indicated in this EIR.

5.1.4 Contents of the EIR

The enclosed EIR includes the following sections:

Introduction: This section includes a brief overview of the environmental review process, focus and content of the EIR, and approach to the environmental analysis.

EIR Summary: The EIR summary represents a summary of environmental impacts associated with the proposed General Plan, and an overview of the environmental effects of alternatives considered to the preferred General Plan.

Project Description: This section provides an overview of the proposed General Plan, which is the focus of the program EIR, including a description of General Plan elements and proposed phasing.

Environmental Setting: This section notes that the existing (baseline) conditions for environmental issues or resources that may be potentially affected by implementation of the General Plan are addressed in Chapter 2, "Existing Conditions", which represents the environmental setting for this EIR. For some resource topics, additional environmental setting information is provided as needed.

Environmental Effects: Eliminated from Further Analysis: This section describes those environmental topics that did not warrant detailed environmental analysis and the supporting rationale.

Environmental Impacts: This section provides an analysis of the potential environmental impacts associated with implementing the proposed General Plan.

Other CEQA Considerations: This section contains information on other CEQA-mandated topics, including significant and unavoidable impacts, significant irreversible environmental changes, growth-inducing impacts, and cumulative impacts.

Alternatives to the Proposed Project: The section describes the various alternatives to the proposed General Plan (including the No-Project Alternative) that are considered in this EIR and provides an analysis of the associated environmental effects of these alternatives relative to the proposed project.

5.2 EIR SUMMARY

5.2.1 SUMMARY OF IMPACTS AND MITIGATION

The General Plan for the CIHC reflects State Park's dual mandates as a steward of natural and cultural resources and the provider of recreation opportunities. Chapter 4, "Park Plan", identifies goals and guidelines for physical and natural resource management, cultural resource management, visitor use and opportunities, interpretation and education, and park operations. The goals and guidelines contained in this General Plan seek to minimize and avoid potentially significant adverse effects on the environment.

An evaluation of the potential for significant adverse environmental impacts on aesthetic resources, air quality, biological resources, cultural resources, geology and soils, hazards and hazardous materials, hydrology and water quality, land use and planning, noise, population and housing, public services, recreation, transportation and traffic, and utility and service systems is

provided in Section 5.6. Significant environmental impacts were identified for biological resources, seismic hazards, and noise; however, mitigation measures are available that would reduce the impacts identified to less than significant. For the remainder of the resource topics, the specific guidelines noted in the impact analysis section for each environmental topic would maintain environmental impacts at less than significant.

The environmental analysis prepared for the General Plan is programmatic and project specific in scope as explained above under 5.1.3. The General Plan includes guidelines that will help govern environmental review of future projects at the project level, where appropriate.

5.2.2 SUMMARY OF ALTERNATIVES CONSIDERED

This EIR analyzes potential impact of the General Plan (proposed project), the no-project alternative, and two additional alternatives that present different development scenarios for the CIHC. The two different development scenarios were chosen to represent the spectrum of alternatives developed early during the planning process. The alternatives analysis is found in Section 5.8.

5.3 PROJECT DESCRIPTION

5.3.1 OVERVIEW

Chapter 4 of this General Plan includes the "project description" and presents the overall long-range purpose and vision for the CIHC. Management goals and supporting guidelines in Chapter 4 are designed to address the critical planning issues identified through the planning process and to mitigate any adverse environmental effects of development, management and uses that would be permitted at the CIHC.

The proposed CIHC would be a new state park located in the city of West Sacramento on the west bank of the Sacramento River, across from its confluence with the American River (Exhibits 1-1 and 1-2). The CIHC main facility and outdoor programs would be located at the 43-acre East Riverfront property. This property is bordered by the Sacramento River to the east, residential communities to the north and west, and an undeveloped parcel to the south. Main access to the property is provided via Marina Way off Lighthouse Drive. The proposed CIHC also includes the 7.91-acre former JTS Communities, Inc. (JTS) (Regatta at the Rivers) parcel located on the landside of the levee that would provide opportunities for surface parking, a public plaza, community and ancillary services, and artist-in-residence and meeting facilities.

The CIHC could be fully functional on the East Riverfront and former JTS properties; however, two additional adjacent parcels may be added to the CIHC over time (Exhibit 1-3). These parcels, which would provide opportunities for additional programming that could enhance the mission of the CIHC, are described as follows:

- The 3.18-acre West Riverview, LLC (West Riverview), parcel, currently planted as an orchard, would remain undeveloped, but could provide additional entry space and contain a monument sign or art related to the CIHC.

- The 16.21-acre Cook Inlet Region, Inc., (CIRI) property would be left in a natural state but would provide opportunity for an expanded natural area with a trail network and interpretive elements. It also would provide opportunities for additional outdoor programming and habitat restoration.

As noted above, the establishment of the CIHC and implementation of the General Plan do not depend on the acquisition of these additional properties.

5.3.2 PHASING

The CIHC is proposed to be constructed in phases that State Parks would implement over approximately 15 to 20 years. A phased approach will allow State Parks to link funding opportunities with construction of new facilities at the CIHC site. This will enable State Parks to initiate restoration and habitat enhancement at the site and to transfer its existing operations from the State Indian Museum (SIM). This approach will also allow the public to enjoy access to and use of the property before full build-out of all CIHC facilities.

The four anticipated phases are briefly described below and graphic depictions of development envisioned for each of the phases are included in Appendix D.

The former JTS parcel, acquired by State Parks in 2010, provides potential project implementation opportunities early in the development of the overall CIHC site. These opportunities could include interim use as a small Indian Heritage Center visitor center and associated exhibit space and community serving facilities. This allows the CIHC to use the site for visitor service facilities prior to the implementation of the West Sacramento Levee Improvement Program (WSLIP) in this particular stretch of the levee and to move forward with implementing the larger CIHC vision. Any improvements will include screened parking, landscaping, and will interface with the community.

Ultimately, the former JTS property is proposed to include a surface parking lot that would allow the majority of the parking for the CIHC, including parking that may be located on the East Riverfront property during early implementation (Phase 1 and 2), to be relocated to the former JTS property in later phases. After relocation, parking areas on the East Riverfront property would subsequently be restored to more natural conditions. A public meeting space and compatible retail enterprises and community and ancillary service center would wrap around the parking area on the former JTS property, fronting onto Fountain and Lighthouse Drives and serving as a neighborhood amenity. The northern portion of the property would be developed as an artist-in-residence facility, with a community center and meeting space.

Phase 1 focuses on implementation of restoration and habitat enhancement on the East Riverfront property. Phase 1 would include construction of an outdoor amphimeadow at the north end of the pond. It would also include construction of interpretive trails, enhancement of the pond and associated wetlands, construction of demonstration areas, construction of traditional California Indian structures consistent with the interpretive program, outdoor California Indian art, signage, outdoor exhibit elements, and limited infrastructure development. Parking for Phase 1 would be provided on the East Riverfront property in previously disturbed areas.

Phase 2 involves initial facility development at the East Riverfront property, including site improvements and a small collections facility, exhibits, theatre, museum store, library and archive space and core/support facilities. Many of the site improvements would occur during this phase, including outdoor meeting space, provision of utilities and infrastructure, and construction of pedestrian trails. The initial CIHC facility will be limited to approximately 20,000 to 25,000 square feet, including 2,000 square feet for security and operations needs. Phase 2 includes the installation of a boat dock on the bank of the Sacramento River. Parking during Phase 2 would be provided entirely on the East Riverfront property.

Phase 3 focuses on expansion of the primary CIHC facility to approximately 50,000 square feet to include more extensive exhibit space; an expanded entry with a museum store, café, and other support facilities; and additional office space. Phase 3 would also include additional parking, and landscaping and indigenous gardens.

Phase 4 includes full build-out of the primary CIHC facility at 100,000 to 125,000 square feet of space, to include completed space for curatorial activities, exhibit preparation, and storage of Tribal Treasures (collections) and additional meeting, office, and library space, and expanded parking. The existing high-quality natural habitat on the CIRI property would be preserved and restored, where needed, with development to be limited to trails and interpretive exhibits. If acquired, the small, triangular West Riverview property would be used to install a monument entry sign or art serving as an entry feature to the CIHC to guide visitors.

According to a draft Business Plan prepared by AECOM (AECOM 2010), under contract to State Parks, the CIHC at full build-out will have approximately 177,000 to 266,000 visitors annually. This level of visitation equates to roughly half the current level of annual visitors to the Old Sacramento State Historic Park, including the California State Railroad Museum. The combined Old Sacramento State Historic Park and Railroad Museum is currently the top attraction in Sacramento, and recorded nearly 566,000 visitors in fiscal year 2009–2010, according to State Parks. Local attractions in the Sacramento area have attendance patterns that are highly seasonal, peaking during the summer months. According to State Parks, the CIHC is expected to follow this pattern, with peak attendance days occurring during the summer, and peak vehicle trip generation occurring on the weekends.

5.4 ENVIRONMENTAL SETTING

Existing conditions that characterize the proposed site for the CIHC, including descriptions of the important resource values within the site and the regional planning context, are described in Chapter 2. Additional setting information is provided in the following discussion by specific resource topic, where needed.

5.5 ENVIRONMENTAL EFFECTS ELIMINATED FROM FURTHER ANALYSIS

The following topics were eliminated from further analysis in the EIR because no potential exists for significant environmental effects related to these resources to result from implementation of the General Plan. A brief reason for their elimination is provided for each respective topic.

5.5.1 AGRICULTURAL AND FORESTRY RESOURCES

The CIHC project site is located on land that is designated for urban development (Riverfront Mixed Use) in the *City of West Sacramento General Plan* (City General Plan) (COWS 2009: Figure 2-4). The East Riverfront property is located on the riverside of the Sacramento River levee and has historically been used for various nonagricultural uses (boat repair, municipal water well). The former JTS property is currently fallow and has been graded in preparation for condominium development. The West Riverview property contains an ornamental cherry orchard planted for landscaping purposes. The orchard is not considered a productive agricultural operation; furthermore, the General Plan proposes to retain the orchard or plant trees that are native to California as part of the entry to the CIHC facility and add artwork related to the CIHC. The CIHC site does not contain forestry resources. Therefore, these topics are not addressed further in this document.

5.5.2 MINERAL RESOURCES

Implementing the General Plan would not result in the loss of availability of known mineral resources that are or would be of value to the region and residents of the state and would not result in the loss of a locally important site for recovering mineral resources as delineated on a local general plan, specific plan, or other land use plan. No further discussion is required.

5.5.3 PALEONTOLOGICAL RESOURCES

No known paleontological resources have been documented on the site. The alluvial materials that underlay the site are Holocene deposits (less than 11,000 years old) (Wallace Kuhl & Associates 1997:19). These deposits are of recent geologic age and would not be expected to contain fossilized organisms. Therefore no impacts on paleontological resources would occur as a result of implementation of the project. No further discussion is required.

5.6 ENVIRONMENTAL IMPACTS AND MITIGATION

The following sections analyze potential impacts by resource topic. The criteria used to determine the significance of impacts in the following resource discussions were derived from Appendix G (environmental checklist) of the State CEQA Guidelines.

The General Plan has been developed to guide development and management of the CIHC in a way that is most appropriate to fulfill the Park Vision and the State Parks Mission (Section 1.9.1, "Planning Hierarchy"). Through the application of the General Plan's goals and guidelines, the plan will be largely self-mitigating.

5.6.1 AESTHETIC RESOURCES (AES)

Introduction

This section analyzes impacts related to aesthetic resources that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.3.4, "Aesthetic Resources", in Chapter 2 of this General Plan for a description of existing conditions related to aesthetic resources.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to aesthetic resources apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would have a significant impact on aesthetics if it would:

- have a substantial adverse effect on a scenic vista;
- substantially damage scenic resources, including, but not limited to, trees, rock outcroppings, and historic buildings within a state scenic highway;
- substantially degrade the existing visual character or quality of the site and its surroundings; and
- create a new source of substantial light or glare which would adversely affect day or nighttime views in the area.

The project site is not on or near a state scenic highway, therefore this topic is not addressed further in this EIR.

Impact Analysis

Impact AES-1: Adverse Effects on a Scenic Vista. The visual quality of the East Riverfront portion of the CIHC is moderately high, with scenic vistas across the river to Discovery Park, the confluence of the American and Sacramento Rivers, and the Sacramento riverfront area. Foreground views to the south and southeast of riparian cottonwood forest with tall buildings in West Sacramento and Sacramento in the background provide a scenic contrast between the urban and wildland landscapes. The CIHC would develop the north end of the East Riverfront property (Heritage Center zone) with structures, leaving the area adjacent to the river and the southern end of the site as open space. The addition of nature trails and interpretive exhibits would not detract from the scenic vistas of the Sacramento River and opposite shore to the east and south. The proposed restoration of native vegetation and creation of the amphimeadow would enhance the visual quality of the site. Private views of the East Riverfront property from the second-story windows of the condominiums currently under construction immediately to the west of the proposed Heritage Center zone (on the landside of the levee) include the Sacramento skyline and the treeline above the levee. Views of the Heritage Center zone are currently blocked by the levee. No public views of the river from adjacent areas would be blocked by the structure of the Heritage Center. Additionally, public access to the site would become safer and opportunities for the public to experience the scenic vistas as viewed from the project site would be enhanced. Impacts related to adverse effects on a scenic vista would be **less than significant**.

Impact AES-2: Degradation of the Existing Visual Character or Quality of the Site and Its Surroundings. Implementing the General Plan would alter the visual character of the site and surrounding area, primarily on the landside of the levee. The former JTS property, located on the landside of the levee, is currently vacant with minimal vegetation; it would become the Community Services zone with outdoor and indoor public spaces and retail uses that would serve the CIHC and the community. This property would be visible from adjacent streets and neighborhoods to the west and from the condominium development on the adjoining property to the north. The existing visual quality of this site is low to moderate because it is vacant and has minimal vegetation. Building and landscape design can provide an attractive feature for the neighborhood. General Plan Community Services Goal CSZ-1 calls for the creation of a transition zone between the CIHC and the adjacent community that serves as a buffer between the adjacent land uses and provides important community service functions and support services for the CIHC. It is envisioned that the community plaza in this zone would contain landscape features that encourage visitor use and enjoyment, including shade trees or structures, seating, water features, art, and ornamental landscaping. Current zoning on the CIHC project site is Waterfront with a Planned Development overlay zone (WF/PD). Public parks and cultural uses are permitted use in the WF zone (City of West Sacramento 2010 Title 17 Zoning, Division III, District Regulations, Chapter 17.23 Permitted Uses).

The West Riverview property, also on the landside of the levee, is occupied by a small cherry orchard, considered to be a community asset. The General Plan proposes to retain the orchard

or plant trees native to California, and add a sculpture or art piece related to the CIHC so the property could provide and enhanced entry to the CIHC and help create a sense of arrival.

The visual character of the CIRI property would not be substantially altered; natural vegetation would be retained and nature trails and interpretive exhibits would be added.

The visual character of the East Riverfront property would not be substantially altered—natural areas would be enhanced by restoration of native vegetation—except for the Heritage Center zone, which would be developed with structures. General Plan goal HCZ-2 calls for the incorporation of measures into the design and construction of the building and grounds that are consistent with the Native vision of "Healing the Land". Appendix B contains Design Standards and Guidelines for the CIHC developed concurrently with this General Plan. These guidelines provide guidance on the use of materials and styles that blend in with the natural environment of the site. Overall, the implementation of the proposed CIHC would enhance the visual character of the site and surrounding area. Impacts related to changes to visual character would be **less than significant**.

Impact AES-3: Light and Glare. The proposed project would introduce night lighting as a result of security lighting on building exteriors and lighting for special events taking place in the evening hours. Glare and lighting from the project site would potentially have an adverse effect on nearby residential areas, in particular for the condominium residents immediately west of the levee, across from the East Waterfront property. The parking lot located on the JTS property would potentially be a source of daytime glare from cars and nighttime glare from lighting in the parking lot.

However, the General Plan Design Standards and Guidelines include Lighting Guidelines 1 through 14 that ensure exterior lights would be placed to minimize glare, obtrusive light, light trespass, and upward directed wasted light. Sodium vapor lighting would not be allowed on the site. The CIHC Design Standards and Guidelines also include Parking Guidelines 2, 8, and 11 would shield neighbors from light and glare associated with parked cars. The parking lot that would be located on the former JTS property would be shielded from view by the community from all sides though placement of buildings and a landscape buffer. Operations hours at the CIHC would be limited to regular opening hours and night time events would occur only on a limited basis. Implementation of the Design Standards and Guidelines combined with placement of parking and other facilities would maintain potential impacts resulting from light and glare at **less than significant**.

5.6.2 AIR QUALITY (AQ)

Introduction

This section analyzes impacts related to air quality and greenhouse gases that would result from implementing the General Plan.

Environmental Setting

The project site is located in Yolo County, California, which is under the jurisdiction of the Yolo-Solano Air Quality Management District (YSAQMD). YSAQMD is the primary local agency with respect to air quality for all of Sacramento County. Sacramento County is within the Sacramento Valley Air Basin (SVAB), which also includes all of Butte, Colusa, Glenn, Shasta, Sutter, Tehama, Yolo, and Yuba Counties, the western portion of Placer County, and the eastern portion of Solano County. YSAQMD develops rules, regulations, policies, and/or goals to comply with applicable legislation. Although Environmental Protection Agency (EPA) regulations may not be superseded, both state and local regulations may be more stringent. Applicable regulations associated with criteria air pollutant, toxic air contaminants (TAC), and odor emissions are described separately below. Air quality in this area is determined by such natural factors as topography, climate, and meteorology, in addition to the presence of existing air pollution sources and conditions. These factors are discussed below.

Topography, Climate, and Meteorology

The SVAB is relatively flat and bordered by mountains to the east, west, and north. Air flows into the SVAB through the Carquinez Strait, the only breach in the western mountain barrier, and moves across the Sacramento–San Joaquin River Delta, bringing with it pollutants from the heavily populated San Francisco Bay Area. The climate is characterized by hot, dry summers and cool, rainy winters. Periods of dense and persistent low-level fog that are most prevalent between storms are characteristic of SVAB winter weather. From May to October, the region's intense heat and sunlight lead to high ozone concentrations. Summer inversions are strong and frequent, but are less troublesome than those that occur in the fall. Autumn inversions, formed by warm air subsiding in a region of high pressure, have accompanying light winds that do not adequately disperse air pollutants.

Most precipitation in the area results from air masses that move in from the Pacific Ocean during the winter months. These storms usually come from the west or northwest. More than half the total annual precipitation falls during the winter rainy season (November–February). The average winter temperature is a moderate 49°F. During the summer, temperatures range from 50°F to more than 100°F. The inland location and surrounding mountains shelter the area from much of the ocean breezes that keep the coastal regions moderate in temperature.

Regional flow patterns affect air quality patterns by moving pollutants downwind of sources. Localized meteorological conditions, such as moderate winds, disperse pollutants and reduce pollutant concentrations. An inversion layer develops when a layer of warm air traps cooler air close to the ground. Such temperature inversions hamper dispersion by creating a ceiling over the area and trapping air pollutants near the ground. During summer mornings and afternoons, these inversions are present over the project site. During summer's longer daylight hours, plentiful sunshine provides the energy needed to fuel photochemical reactions between reactive organic gases (ROG) and oxides of nitrogen (NO_X), which results in ozone formation.

In the winter, temperature inversions dominate during the night and early morning hours but frequently dissipate by afternoon. The greatest pollution problems during this time of year are from carbon monoxide (CO) and NO_X. High CO concentrations occur on winter days with strong surface inversions and light winds because CO transport is extremely limited.

State Criteria Air Pollutants

Concentrations of the following air pollutants are used to indicate the ambient air quality conditions: ozone, CO, nitrogen dioxide (NO_2), sulfur dioxide (SO_2), respirable and fine particulate matter (PM_{10} and $PM_{2.5}$), and lead. Because these are the most prevalent air pollutants known to be deleterious to human health, and extensive documents are available on these pollutants' criteria for affecting health, they are commonly referred to as "criteria air pollutants."

Both the California Air Resources Board (ARB) and EPA use monitoring data to designate areas according to their attainment status for criteria air pollutants. The purpose of these designations is to identify those areas with air quality problems and thereby initiate planning efforts for improvement. Sacramento County is currently designated nonattainment for the state and federal ozone and PM_{10} and for state $PM_{2.5}$ under the ambient air quality standards (AAQS), and is either in attainment or unclassified for all remaining state and federal AAQS (ARB 2010a).

Ozone, PM_{10}, and $PM_{2.5}$ concentrations are measured at the T Street, Sacramento station. Other criteria pollutants are not currently monitored because of their attainment status. In general, the ambient air quality measurements from this station represent the air quality at the CIHC site. AAQS were exceeded for ozone for 7, 18, and 13 days for the years 2007, 2008, and 2009, respectively. Ambient air quality standards were exceeded for PM_{10} for 5, 3, and 1 days for the years 2007, 2008, and 2009, respectively. Ambient air quality standards were exceeded for $PM_{2.5}$ for 28, 15, and 3 days for the years 2007, 2008, and 2009, respectively (ARB 2010b).

Toxic Air Contaminants

TACs, or in federal terms, hazardous air pollutants, are defined as air pollutants that may cause or contribute to an increase in mortality or serious illness, or that may pose a hazard to human health. TACs are usually present in minute quantities in the ambient air; however, their high toxicity or health risk may pose a threat to public health even at low concentrations.

In addition, naturally occurring asbestos, which was identified as a TAC in 1986 by ARB, is located in many parts of California and is commonly associated with serpentine rock formations. Asbestos is the common name for a group of naturally occurring fibrous silicate minerals that can separate into thin but strong and durable fibers. According to the California Division of Mines and Geology, naturally occurring asbestos would not be present on the CIHC site (Churchill and Hill 2000).

Odors

Odors are generally regarded as an annoyance rather than a health hazard. However, manifestations of a person's reaction to foul odors can range from psychological (e.g., irritation, anger, anxiety) to physiological (e.g., circulatory and respiratory effects, nausea, vomiting, headache). The occurrence and severity of odor impacts is subjective and depend on numerous factors, including the nature, frequency, and intensity of the source; wind speed and direction; and the presence of sensitive receptors. Although offensive odors rarely cause any physical harm, they still can be unpleasant, leading to considerable distress and often generating citizen complaints to local governments and regulatory agencies. No major odor sources (e.g., wastewater treatment plants, landfills, confined animal operations) are within 2 miles of the CIHC site.

Greenhouse Gases

Certain gases in the earth's atmosphere, classified as greenhouse gases (GHGs), contribute to the trend of warming observed in the earth's climate, known as global warming or climate change. Prominent GHGs contributing to climate change are carbon dioxide (CO_2), methane (CH_4), nitrous oxide (N_2O), and fluorinated compounds. Emissions of GHGs contributing to global climate change are attributable in large part to human activities including industry/manufacturing, electricity generation, transportation, agriculture, construction, and land use change.

Sensitive Receptors

Sensitive receptors are identified land uses that would be occupied by persons most sensitive to the effects of air pollution, such as the very young, the elderly, or people weak from illness or disease. These receptors are generally residential land uses, schools, hospitals, and retirement homes. Sensitive receptors located in and around the CIHC site include recreationists and residences along Fountain Drive, Lighthouse Drive, and the residential neighborhood directly adjacent to the site along Regatta Lane approximately 200 feet from the CIHC site.

Regulatory Setting

In addition to the regulations detailed below, for more information on air quality regulations, please refer to the subsection titled "Clean Air Act of 1963, as Amended" in Section 2.7.3, "Regulatory Influences", in Chapter 2 of this General Plan.

Federal Criteria Air Pollutants

At the federal level, EPA implements national air quality programs. EPA's air quality mandates are drawn primarily from the federal Clean Air Act (CAA), which was enacted in 1970 and most recently amended in 1990. ARB is the agency responsible for coordinating and overseeing state and local air pollution control programs in California and for implementing the California Clean Air Act (CCAA).

YSAQMD attains and maintains air quality conditions in Yolo County through a comprehensive program of planning, regulation, enforcement, technical innovation, and promotion of the understanding of air quality issues. The clean-air strategy of YSAQMD includes the preparation of plans for the attainment of ambient air-quality standards, adoption and enforcement of rules and regulations concerning sources of air pollution, and issuance of permits for stationary sources of air pollution. YSAQMD also inspects stationary sources of air pollution and responds to citizen complaints, monitors ambient air quality and meteorological conditions, and implements programs and regulations required by the CAA and amendments thereof (CAAA), and the CCAA.

The present version of YSAQMD's *Handbook for Assessing and Mitigating Air Quality Impacts* (Handbook) (YSAQMD 2007) was released in July 2007. The Handbook is an advisory document that provides lead agencies, consultants, and project applicant(s) with uniform procedures for addressing air quality in environmental documents. All projects are subject to adopted YSAQMD rules and regulations in effect at the time of construction. Specific rules applicable to the construction of the proposed project may include, but are not limited to: Rules 2-1 "Control of Emissions", 2-14 "Architectural Coatings", 3-1 "General Permit Requirements", and 3-4 "New Source Review".

Odors

Neither the state nor the federal governments have adopted any rules or regulations for the control of odors sources. However, the YSAQMD has adopted Rule 2-5 that specifically addresses nuisance associated with odors.

Greenhouse Gases

In September 2006, Governor Arnold Schwarzenegger signed Assembly Bill (AB) 32, the California Global Warming Solutions Act of 2006 (see Statutes 2006, Chapter 488, enacting Health & Safety Code, Section 38500–38599). AB 32 establishes regulatory, reporting, and market mechanisms to achieve quantifiable reductions in GHG emissions and establishes a cap on statewide GHG emissions. AB 32 requires that statewide GHG emissions be reduced to 1990 levels by 2020. ARB published its *Climate Change Proposed Scoping Plan* (Proposed Scoping Plan), which is the state's plan to achieve GHG reductions in California required by AB 32 (ARB 2008). According to the Proposed Scoping Plan, forests in California sequester carbon. ARB expects that approximately 5 million metric tons of carbon dioxide equivalent emissions can be reduced annually through sustainable forestry measures. The *Proposed Scoping Plan* was approved by ARB on December 12, 2008.

Significance Criteria

Implementing the General Plan would have a significant impact on air quality if it would:

- conflict with or obstruct implementation of the applicable air quality plan;

- violate any air quality standards or contribute substantially to an existing or projected air quality violation;
- result in a cumulatively considerable net increase of any criteria pollutant for which the project region is in nonattainment under an applicable federal or state ambient air quality standard (including releasing emissions that exceed quantitative thresholds for ozone precursors);
- expose sensitive receptors to substantial pollutant concentrations; and
- create objectionable odors affecting a substantial number of people.

Implementing the General Plan would have a significant impact related to GHG if it would:

- generate GHG emissions, either directly or indirectly, that may have a significant impact on the environment or
- conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHGs.

Impact Analysis

Impact AQ-1: Short-Term Emissions of Criteria Air Pollutants Generated by Project Construction. Construction-related emissions are described as short term or temporary and have the potential to represent a significant impact concerning air quality. Implementing the General Plan would take place over time with the implementation of the four proposed phases. Several projects require minor construction activity, such as trail construction, road management, or parking management, and would not result in substantial temporary emissions. A limited number of projects could involve more extensive construction, such as developing the main facility, and reconfiguring the pond area. These plans or projects would include standard control measures as required by YSAQMD to limit emissions to less-than-significant levels. Goals AQ 1 and 2 and associated guideline AQ 1 through 12 in the General plan outline standard control measures to be included in future project involving construction. Therefore, implementation of the General Plan would result in **less-than-significant** impacts regarding short-term impacts on air quality generated by project construction.

Impact AQ-2: Long-Term Emissions of Criteria Air Pollutants Generated by Project Operations. Implementing the General Plan is not expected to result in a substantial increase in vehicle traffic on local and regional roadways, because the number of visitors that would be drawn to the site, while increased from current levels, would not be expected to be of a magnitude that would alter general traffic patterns on local roadways. Visitors that currently visit the SIM would be expected to visit the CIHC instead. These visitors already travel on local roadways. Emissions associated with the number of vehicle trips (existing and new users) to and from the CIHC would be unlikely to reach significance levels of 10 tons per year of ROG and NO_X and 80 pounds per day of PM_{10} established by YSAQMD. This is supported by screening levels

established by YSAQMD in the Handbook. The Handbook recommends that quantifiable analysis of long-term pollutant emissions after 2010 be undertaken for civic center projects with buildings greater than 185,000 square feet and parks greater than 3,100 acres (YSAQMD 2007: 10). While the CIHC is not a civic center or a park, it is similar to both of these land uses on a smaller scale. The CIHC at full build-out would be approximately 100,000 to 125,000 square feet and 50.91 acres (not including the adjoining West Riverview, and CIRI properties). Both the square footage and acreage associated with the CIHC would be well below screening levels established for determining significance by YSAQMD. Thus, operation of the project would not result in a substantial or cumulatively considerable increase of long-term regional ROG, NO_X, PM_{10}, or CO emissions associated permanent emission sources. In addition, implementation of the project would not substantially increase vehicle miles traveled (VMT), because the overall number of visitors to CIHC is expected to remain moderate. The Transportation Study completed on behalf of the CIHC by Fehr and Peers anticipates that visitors will travel to the CIHC using transit such as Yolobus, and private bus, which together are estimated to constitute .8% and 20% of visitation, respectively. In addition, the Transportation Study notes that the impact of traffic volumes on study intersections are sufficiently negligible to deemed to be less than significant.

Consequently, implementation of the General Plan would not result in a substantial generation of long-term criteria air pollutants or conflict with or obstruct implementation of YSAQMD's air planning efforts. This impact is **less than significant**.

Impact AQ-3: Exposure to Toxic Air Contaminants (TAC). Implementing the land uses in the General Plan would not result in the generation of TAC emissions. With respect to long-term operational TAC emissions, implementation of the General Plan would not result in an increase of long-term operation-related emissions compared with existing conditions. Specifically, implementing the General Plan would not result in a substantial increase in the number of motor vehicle trips. As discussed above under Impact AQ-2, the overall number of visitors to CIHC is expected to remain moderate. Furthermore, implementing the General Plan would not result in the operation of any new major stationary emission sources that could be a source of TAC. Thus, implementing the General Plan would not expose sensitive receptors to substantial pollutant concentrations. As a result, this impact would be **less than significant**.

Impact AQ-4: Exposure to Objectionable Odors. Implementing the General Plan would result in diesel exhaust emissions from on-site equipment during construction phases. The diesel exhaust emissions would be intermittent and temporary and would dissipate rapidly from the source. No other existing odor sources are located near the proposed project site and the project would not include the long-term operation of any new sources of odors. Thus, the construction and operation of the CIHC would not result in exposure of sensitive receptors to objectionable odors. As a result, this impact would be **less than significant**.

Impact AQ-5: Emission of Greenhouse Gas. The General Plan is expected to result in short-term GHG emissions from construction equipment exhaust and from mobile and area sources associated with long-term operation of the CIHC. Mobile-source emissions of GHGs would

include employee and visitor trips to the CIHC in passenger vehicles. Stationary-source emissions would be from on site facilities such as air conditioning and heating of the main building and other facilities such as the safety and security office.

Emissions from construction of the project would be temporary and would not be expected to substantially contribute to regional GHG emissions. Implementing the General Plan would also result in an increase in vehicle trips to the site on a daily basis, and slight increase in area-source emissions associated with the increased electrical and water need. The amount of vehicle trips associated with the CIHC would be moderate and would not represent a substantial increase in regional GHG emissions. By incorporating multimodal access to the project, including the expansion of bicycle and pedestrian facilities, existing and proposed transit services, and the potential for a water shuttle, and acknowledging that cultural centers are usually accessed by groups of people rather than individuals (resulting in fewer vehicle trips per capita), it is unlikely that long-term project operation would result in substantial GHG emissions or conflict with an applicable plan, policy, or regulation adopted for the purpose of reducing the emissions of GHGs. Future components of the general plan requiring substantial construction would go through additional environmental review to ensure that the necessary mitigation and GHG reduction measures are incorporated. This impact would be **less than significant**.

5.6.3 BIOLOGICAL RESOURCES (BIO)

Introduction

This section analyzes impacts related to biological resources that would result from implementing the General Plan. A variety of documents and additional information listed in Section 2.3.2, “Natural Resources”, field surveys conducted during preparation of the General Plan, aerial photographs, and results of natural resource database searches were used to assess the impacts on vegetation and wildlife that would occur as a result of implementing the General Plan.

Environmental Setting

Refer to Section 2.3.2, “Natural Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to biological resources.

Regulatory Setting

In addition to the discussion below, for more information on biological resource regulations please refer to the following subsections in Section 2.7.3, “Regulatory Influences”, in Chapter 2 of this General Plan:

- “California Endangered Species Act”,
- “California Fish and Game Code Section 1600 ”,
- “California Fish and Game Code Section 3503.5 (Protection of Raptors)”,
- “California Department of Fish and Game Species Designations”,

- "California Native Plant Society Species Designations",
- "Federal Endangered Species Act", and
- "Migratory Bird Treaty Act."

Significance Criteria

Implementing the General Plan would have a significant impact on biological resources if it would:

- have a substantial adverse effect, either directly or through habitat modifications, on any species identified as a candidate, sensitive, or special-status species in local or regional plans, policies, or regulations, or by DFG, NMFS, or USFWS;
- have a substantial adverse effect on any riparian habitat or other sensitive natural community identified in local or regional plans, policies, regulations, or by DFG or USFWS;
- have a substantial adverse effect on federally protected wetlands (e.g., marsh, vernal pool, coastal) as defined by Section 404 of the Clean Water Act through direct removal, filling, hydrological interruption, or other means;
- interfere substantially with the movement of any native resident or migratory fish or wildlife species or with established native resident or migratory wildlife corridors, or impede the use of native wildlife nursery sites;
- conflict with any local policies or ordnances protecting biological resources, such as a tree preservation policy or ordinance; and
- conflict with the provisions of an adopted habitat conservation plan, natural community conservation plan, or other approved local, regional, or state habitat conservation plan.

Impact Analysis

Special-Status Plant Species

Impact BIO-1: Temporary Loss of Habitat for Special-Status Plant Species. Two special-status plant species, rose-mallow and Sanford's arrowhead, have potential to occur on the project site. The banks of the pond provide marginal habitat for these species. Planned re-contouring of the pond could have a temporary adverse effect on suitable habitat for rose-mallow and Sanford's arrowhead and on the plants themselves, if present. The goal for restoring the pond is to create natural habitat, so the overall effect of the project on special-status plants would be positive. Natural Resources Goal NR-2 aims to "protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law". In addition, guideline NR-9 provides requirements for surveys for special-status plants prior to construction projects that may affect their habitat. If special-status species are found during such pre-construction surveys, State Parks will implement measures to protect them from harm during construction. Implementation of the

Natural Resources Goal NR-2 and Guidelines NR-6 and NR-9 of the General Plan will maintain potential impacts to special-status plants resulting from impacts of the General Plan at **less than significant**.

The Sacramento River is home to a diverse assemblage of native fish, many of which are listed as threatened or endangered, or are species of concern. Refer to Table 2-2 in "Existing Conditions", which lists the sensitive fish species that could be present in the river adjacent to the proposed CIHC site. None of these species are expected to naturally occur in the pond, as the pond is an artificially created borrow pit with no direct surface connection to the Sacramento River, except during very high river flows. Construction of a boat dock on the Sacramento River would potentially remove SRA habitat, which would result in significant impacts to special-status fish species, particularly the salmonid species. Implementation of Natural Resources Guideline NR-5 would avoid adverse impacts to sensitive aquatic species and Natural Resource Guideline NR-17 would require coordination with NMFS regarding measures to avoid adverse affects, including removal of shaded riverine aquatic habitat (SRA). Implementation of these Guidelines would maintain the level of potential impacts to special-status plants resulting from impacts of the General Plan at **less than significant.**

Sensitive Natural Communities

Impact BIO-2: Temporary Loss of Great Valley Cottonwood Riparian Forest. The Fremont Cottonwood Alliance on the project site is equivalent to the Great Valley Cottonwood Riparian Forest, which is a sensitive natural plant community as defined by DFG. This community, which provides shaded riverine aquatic habitat (SRA), exists as a narrow band along the Sacramento River and as a more expansive patch on the adjacent CIRI property south of the pond. Planned re-contouring around the pond could have a temporary adverse effect on the adjacent Great Valley Cottonwood Riparian Forest if any native vegetation is removed or if roots of mature native trees are damaged. A boat dock is planned on the Sacramento River at the northern end of the Great Valley Cottonwood Riparian Forest. This could have an adverse effect on the forest, including SRA habitat, if native vegetation is removed. Native vegetation will be planted around the pond following re-contouring; therefore, the overall effect of the project on the forest in that location is expected to be positive. Natural Resources Goal NR-2 aims to "protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law". In addition, Guideline NR-7 directs State Parks to monitor, protect, and restore sensitive natural communities present onsite. Implementation of the General Plan would result in a net-increase in natural habitat, including Great Valley Cottonwood Riparian Forest onsite, maintaining impacts on this community resulting from General Plan implementation at **less than significant**.

Special-Status Wildlife Species

Impact BIO-3: Disturbance of Elderberry Shrubs, the Host Plant of Valley Elderberry Longhorn Beetle. Elderberry shrubs are the host plant of the valley elderberry longhorn beetle (VELB), which is federally listed as threatened. Elderberry shrubs have been mapped on the project site (Exhibit 2-2 and 2-4). Several of the shrubs contain beetle exit holes, and the California Natural

Diversity Database includes a record of VELB at this location; therefore, VELB is assumed to be present. If shrubs were disturbed during construction or operation of the project, the impact would be significant.

Natural Resources Goal NR-2 aims to "protect, maintain and restore the natural diversity of habitat and associated sensitive resources for their perpetuation and enhancement in accordance with State and federal law." In addition, Guideline NR-6 calls for coordination with the appropriate resource agency prior to implementation of projects that could affect special-status species known to occur onsite. The USFWS is the agency responsible with protection of VELB. USFWS (1999) defines complete avoidance (i.e., no adverse effects) as a 100-foot (or wider) buffer around elderberry shrubs that have stems measuring 1.0 inch or greater in diameter at ground level. These areas shall be protected from disturbance during construction and operation of the project. If complete avoidance of 100-foot buffers around existing shrubs that provide suitable habitat for VELB is not possible, State Parks will coordinate with USFWS regarding the potential need for mitigation in accordance with Guideline NR-6 and implement measures to protect VELB as deemed necessary during this coordination.

It should be noted that the elderberry shrubs on-site have been mitigated for at an off-site mitigation bank by a prior project applicant who had planned to develop the East Riverfront property. USFWS may acknowledge this prior mitigation and not require additional mitigation for implementation of the General Plan. Impacts on VELB resulting from implementation of the General Plan would remain **less than significant**.

Impact BIO-4: Loss of Swainson's Hawk Nesting and Foraging Habitat. Swainson's hawk is a raptor that is state listed as threatened. An active Swainson's hawk nest was documented on the CIRI property by State Parks resource ecologists during spring surveys in 2010 (California State Parks 2010). The northern portion of the East Riverfront property provides a limited amount of suitable foraging habitat. Construction activities associated with General Plan implementation could disturb nesting Swainson's hawks, and implementation of the project could result in a minor loss of foraging habitat. This would be a **significant** impact.

Mitigation Measure BIO-1: A management goal of DFG regarding Swainson's hawks is to maintain suitable nesting and foraging habitat (DFG 1994). Impacts on Swainson's hawk habitat must be avoided or mitigated to a less-than-significant level. The following conditions will be met:

- Prior to ground disturbing activities on the CIHC site, protocol-level preconstruction surveys will be required to locate all Swainson's hawk nests within 0.5 miles of the project activities.

- No disturbances associated with construction or other project-related activities that may cause nest abandonment or forced fledging shall occur within 0.25 miles of an active nest between March 1 and September 15. Depending on consultation with DFG and the level of disturbance generated by project activities, the buffer could be reduced to 500 feet. Pre-

construction surveys to determine nesting initiation and monitoring of nests to determine fledging dates could possibly be used to shorten the avoidance period.

- If construction or other project-related activities that may cause nest abandonment significant disruption are necessary within 0.25 miles of an active nest, State Parks arrange for a qualified biologist to monitor the nest site. If the hawks show signs of disturbance, construction activities shall cease.

- Active nest trees shall not be removed.

If avoidance measures described above are determined not to be feasible, State Parks may choose to obtain a take permit pursuant to section 2081 of the California Fish and Game Code. The CIHC is located in Yolo County. During coordination with DFG and the Yolo Natural Heritage Program (YNHP) during the preparation of the General Plan both indicated the availability of Swainson's hawk mitigation credits through the YNHP through program administered by the Joint Powers Authority (JPA) of Yolo County comprising the County and its major cities. If State Parks chooses this route to mitigation, all conditions of the take permit and associated mitigation will be implemented. Implementation of Mitigation Measure BIO-1 would reduce impacts on Swainson's hawks to **less than significant**.

Impact BIO-5: Disturbance of Nesting Raptors. Other raptors have been observed on or near the project site, and the large trees on the project site provide potential nesting sites. Raptors and their nests are protected by the Fish and Game Code (Section 3503.5). Disturbance of nesting raptors by construction or other project-related activity associated with General Plan implementations would be a **significant** impact.

Mitigation Measure BIO-2: Protocol-level preconstruction surveys will be required to determine the locations of raptor nests within 250 feet of the proposed construction activities. If nesting raptors are documented on the project site or within the 250-foot buffer, no disturbances associated with construction or other project-related activities that may cause nest abandonment or substantial disruption shall occur within a 250-foot buffer. The general avoidance period recommended by DFG for nesting raptors is February 1 through August 31. Pre-construction surveys to determine nesting initiation and monitoring of nests to determine fledging dates could possibly be used to shorten the avoidance period. State Parks may also coordinate with DFG on potential variances of buffers or shortening of the avoidance period, if necessary.

Implementing Mitigation Measure BIO-2 would reduce the impact on nesting raptors to **less than significant**.

Impact BIO-6: Injury or Mortality of Northwestern Pond Turtles. Northwestern pond turtles have been observed in the Sacramento River adjacent to the project site and in the pond on the East Riverfront property. Planned re-contouring of the pond and construction of the marina could have a temporary negative effect on northwestern pond turtles. Restoration of the pond

would include adding basking sites and creating more natural aquatic habitat thus resulting in an overall net increase in available habitat. Best management practices (BMPs) would be in place during construction activities to prevent degradation of water quality from sedimentation. Construction activities associated with implementation of the General Plan could result in injury or mortality to Northwestern pond turtles. However, natural resource management guideline NR-10 directs State Parks to protect Northwestern pond turtles during construction. The guideline states that prior to ground-disturbing activities that affect suitable aquatic and upland habitat for Northwestern pond turtles, a qualified biologist shall conduct a preconstruction survey for Northwestern pond turtles. If turtles are found in areas to be affected by construction activities, the biologist shall move the turtle to a safe location or instruct workers to temporarily halt construction in the area to allow the turtle to move out of harm's way on its own. Thus, implementation of guideline NR-10 will maintain potential impacts to Northwestern pond turtle resulting from General Plan implementation at **less than significant**.

Impact BIO-7: Effects on Native Fish. The Sacramento River provides habitat to a diverse assemblage of native fish, many of which are designated as threatened, endangered, or species of special concern. Table 2-2 in Section 2.3.2 lists the sensitive fish species that could be present in the river adjacent to the proposed CIHC site. BMPs will be in place during any construction activities associated with implementation of the General Plan to prevent degradation of water quality from sedimentation. Further, development of the site consistent with the General Plan would not result in changes to Sacramento River fisheries resources when compared to the existing condition.

The pond on the East Riverfront property occasionally becomes hydrologically connected to the Sacramento River via surface flow during moderate to high flow events. This could cause native fish (including special-status fish such as juvenile anadromous salmonids) to become entrapped in the pond as overbanking waters recede. Trapped fish likely would not survive in the pond in the long term due to predation by fish and birds and seasonal increases in water temperature. A review of elevation and topographic data for the pond and Sacramento River water stage elevation data in the vicinity of the CIHC site (I Street Bridge gage),[1] indicates that the site became inundated a total of 15 times over an approximate 26-year period of record (from January 1984 to present). Inundation events typically occurred in winter and early spring and ranged in duration from several hours to approximately two weeks with the last occurrence in 2006. Potential fish entrapment in the existing pond is an ongoing issue and thus considered part of the baseline conditions for the site. Implementation of the CIHC General Plan would not result in a change in the frequency, duration, or magnitude of surface water hydrological connections between the pond and the river and thus would not result in an increase of fish entrapment when compared with existing conditions. Thus, implementation of the General

[1] Gage data for Sacrament River at I Street available at: http://cdec.water.ca.gov/cgi-progs/staMeta?station_id=IST.

Plan is not expected to result in significant impacts to native fish species, including special-status anadromous salmonids. This impact is considered **less than significant**.

Wetlands and Other Waters of the United States

Impact BIO-8: Impacts of Wetlands and Other Waters of the United States. The CIHC project site contains potentially jurisdictional wetlands and other waters of the United States subject to USACE jurisdiction under Section 404 of the federal Clean Water Act (CWA). Wetlands and other Waters of the United States (WUS) on the East Riverfront property include the pond, a riparian scrub wetland located at the northern end of the pond and portions of the cottonwood riparian forest. The CIRI property contains an additional potentially jurisdictional wetland including those portions of the property located below the 19 foot contour line which is typically considered the Ordinary High Water Mark (OHWM) of the Sacramento River (Fugler, pers. com) and an ephemeral drainage that connects to the Sacramento River. Implementation of the General Plan is likely to affect potentially jurisdictional wetlands and other WUS because it involves re-contouring of the pond and construction north of the pond in the area occupied by riparian scrub wetland. While impacts on the pond would be temporary and result in creation of additional wetland habitat and thus in a net increase in potentially jurisdictional wetland acreage, fill of the riparian scrub wetland would represent a loss in jurisdictional habitat. The Sacramento River, up to the OHWM, is considered a navigable waterway subject to USACE jurisdiction. Construction of the boat dock would affect the Sacramento River. Any aspect of General Plan implementation affecting jurisdictional wetlands would require a permit from the USACE under Section 404 of the CWA. Proposed actions to construct or modify structures in or affecting navigable waters of the United States such as the Sacramento River also require authorization under Section 10 of the federal Rivers and Harbors Act. Natural Resource Management Goal NR-1 directs State Parks to manage the riverfront and floodplain at the site according to local and regional requirements for resource protection, permit requirements, and flood safety. Natural Resource Management Guideline NR-2 directs State Parks to obtain a CWA Section 404 permit prior to ground disturbing activities resulting in impacts to wetlands and other WUS subject of USACE jurisdiction, and to abide by all permit conditions. Natural Resources Management Guideline NR-3 further directs State Parks to obtain Section 401 Clean Water certification from the Central Valley Regional Water Quality Control Board as a condition of the Section 404 permit. Implementation of Guidelines NR-2 and NR-3 is expected to maintain impacts to wetlands and other WUS resulting from implementation of the General Plan at **less than significant**.

Impact BIO-9: Streambed Alteration. Construction of the boat dock, re-contouring of the pond and construction within the riparian habitat on-site would constitute an alteration of the "bed and bank" of a stream, pond, or river and would trigger the need for a Streambed Alteration Agreement (SAA) pursuant to Section 1602 of the California Fish and Game Code. Impacts to the bed and banks of streams and lakes and associated riparian habitat would be considered significant. However, Natural Resources Guideline NR-4 of the CIHC General Plan directs State Parks to coordinate with DFG regarding the need for a SAA and to obtain an SAA and abide by

any required mitigation requirements. Thus, implementation of the General Plan will maintain impacts related to streambed alteration at **less than significant**.

5.6.4 CULTURAL RESOURCES (CUL)

Introduction

This section analyzes impacts related to cultural resources that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.3.3, "Cultural and Historic Resources", in Chapter 2 of this General Plan for a description of existing conditions related to cultural resources.

Regulatory Setting

Cultural resources are defined as buildings, sites, structures, or objects, each of which may have historical, architectural, archaeological, cultural, and/or scientific importance. The following discussion summarizes the pertinent cultural resource regulatory framework that the Project is subject to.

Federal Laws

National Historic Preservation Act

The CIHC General Plan would be subject to compliance with Section 106 of the National Historic Preservation Act (NHPA) because it requires a Section 404 permit from the USACE, pursuant to the CWA. Section 106 of the NHPA, as amended, and its implementing regulations found in 36 Code of Federal Regulations (CFR) Part 800, require federal agencies to identify Historic Properties that may be affected by actions involving federal land, funds, approval or permitting. If a resource is determined to be a Historic Property, Section 106 of the NHPA requires that effects of a proposed undertaking on the resource be determined. If a Historic Property would be adversely affected by an undertaking, then prudent and feasible measures to avoid or reduce adverse impacts must be taken. The State Historic Preservation Officer (SHPO) must be provided an opportunity to review and comment on these measures prior to project implementation.

National Register of Historic Places

The National Register of Historic Places (NRHP) was authorized by the NHPA and serves as the nation's official list of cultural resources worthy of preservation. Moreover, the NRHP forms a core element of a coordinated national effort to identify, evaluate, and protect resources that meet the criteria of Historic Properties, as defined below.

The criteria for listing on the NRHP, defined in 36 CFR 60.4, are as follows:

The quality of significance in American history, architecture, archaeology, and culture is present in districts, sites, buildings, structures, and objects of state and local importance that possess integrity of location, design, setting, materials, workmanship, feeling, association, and:

A. That are associated with events that have made a significant contribution to the broad patterns of our history;

B. That are associated with the lives of persons significant in our past;

C. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or

D. That have yielded, or may be likely to yield, information important to prehistory or history.

In addition to meeting at least one of the criteria listed above, a resource must also retain enough integrity to enable it to convey its historic significance. The National Register recognizes seven aspects or qualities that, in various combinations, define integrity. These seven elements of integrity are: location, design, setting, materials, workmanship, feeling, and association. To retain integrity, a property will always possess several, and usually most, of these aspects.

While most historic buildings and many historic archaeological properties are significant because of their association with important events, people, or styles (criteria A, B, and C), the significance of most prehistoric and some historic-period archaeological properties are usually assessed under criterion D (above). This criterion stresses the importance of the information contained in an archaeological site, rather than its intrinsic value as a surviving example of a type or its historical association with an important person or event.

State Regulations

California Environmental Quality Act and Public Resource Code

CEQA requires that, for projects financed by, or requiring the discretionary approval of public agencies in California, the effects that a project has on historical and unique archaeological resources must be considered (Public Resources Code [PRC] Section 21083.2). Historical resources are defined as buildings, sites, structures, or objects, each of which may have historical, architectural, archaeological, cultural, or scientific importance (PRC Section 50201).

The CEQA Guidelines (Section 15064.5) define three cases in which a property may qualify as a historical resource for the purpose of CEQA review (A through C):

A. The resource is listed in or determined eligible for listing in the California Register of Historical Resources (CRHR). The CRHR is a statewide list of Historical Resources with qualities assessed significant in the context of the state's heritage. The CRHR functions

as an authoritative guide that is intended to be used by state and local agencies to indicate types of cultural resources that require protection, to a prudent and feasible extent, from project-related substantial adverse changes. Properties that are listed in the NRHP, or are eligible for listing, are considered eligible for listing in the CRHR, and thus are significant historical resources for the purpose of CEQA (PRC Section 5024.1(d)(1)).

Section 5024.1 defines eligibility requirements and states that a resource may be eligible for inclusion in the CRHR if it:

1. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;

2. Is associated with the lives of persons important in our past;

3. Embodies the distinctive characteristics of a type, period, region, or method of construction, represents the work of an important creative individual, or possesses high artistic values; or

4. Has yielded, or may be likely to yield, information important in prehistory or history.

As with the NRHP, properties must retain integrity to be eligible for listing on the CRHR.

B. The resource is included in a local register of historic resources, as defined in section 5020.1(k) of the PRC, or is identified as significant in a historical resources survey that meets the requirements of section 5024.1(g) of the PRC (unless the preponderance of evidence demonstrates that the resource is not historically or culturally significant).

C. The lead agency determines that the resource may be a historical resource as defined in PRC section 5020.1(j), 5024.1, or significant as supported by substantial evidence in light of the whole record.

PRC Section 21083.2 governs the treatment of unique archaeological resources, which must be afforded consideration in the assessment of impacts under CEQA. A unique archaeological resource is defined as "an archaeological artifact, object, or site about which it can be clearly demonstrated" as meeting any of the following criteria:

1. Contains information needed to answer important scientific research questions and that there is a demonstrable public interest in that information;

2. Has a special and particular quality such as being the oldest of its type or the best example of its type; or

3. Is directly associated with a scientifically recognized important prehistoric or historic event or person.

As defined by the California State Health and Safety Code, Section 7050.5, and PRC Section 5097.98, the inadvertent discovery of human remains requires cessation of project work relative to the find until an assessment of the remains, including determination of origin and deposition, is completed by the County Coroner, in consultation with the Native American Heritage Commission (NAHC) and/or appropriate Tribal representative(s). In the event of inadvertent discoveries, an on-going program of Native American consultation provides an opportunity for such groups to participate in the identification, evaluation, and mitigation of impacts to human remains and funerary objects.

When a project will affect state-owned historical resources, as described in PRC Section 5024, and the lead agency is a state agency, the lead agency will consult with the California State Historic Preservation Officer prior to approval of a proposed project (14 California Code of Regulations [CCR] Section15064.5(b) (5)).

Executive Order W-26-92

As of June 30, 2007, State Parks controls and administers 258 classified units and 20 major unclassified properties for a total of 278 areas, which collectively contain thousands of historic resources. Executive Order W-26-92 requires all state agencies, including State Parks, in furtherance of the purposes and policies of the state's environmental protection laws and historic resource preservation laws, to the extent prudent and feasible within existing budget and personnel resources, to preserve and maintain the significant heritage (cultural and historical) resources of the state. Each state agency, including State Parks, is directed to:

- Administer the cultural and historic properties under its control in a spirit of stewardship and trusteeship for future generations;
- Initiate measures necessary to direct its policies, plans, and programs in such a way that state-owned sites, structures, and objects of historical, architectural, or archeological significance are preserved, restored, and maintained for the inspiration and benefit of the people;
- Ensure the protection of significant heritage resources are given full consideration in all of its land use and capital outlay decisions; and
- Institute procedures to ensure that state plans and programs that contribute to the preservation and enhancement of significant non-state owned heritage resources in consultation with OHP (Executive Order W-26-92 Section 1).

Significance Criteria

Implementing the General Plan would have a significant impact on cultural resources if it would:

- cause a substantial adverse change in the significance of historical resources as defined in State CEQA Guidelines Section 15064.5,
- cause a substantial adverse change in the significance of an archaeological resource pursuant to State CEQA Guidelines Section 15064.5, and
- disturb any human remains, including those interred outside of formal cemeteries.

Historical Resources

Section 15064.5 of the State CEQA Guidelines states that a project would result in a significant impact if it would cause a substantial adverse change in the significance of a historical resource based on the following criteria:

(b) A project with an effect that may cause a substantial adverse change in the significance of an historical resource is a project that may have a significant effect on the environment.

(1) Substantial adverse change in the significance of an historical resource means physical demolition, destruction, relocation, or alteration in the resource or its immediate surroundings such that the significance of a historic resource would be materially impaired.

(2) The significance of a historical resource is materially impaired when a project:

(A) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its inclusion in, or eligibility for inclusion in, the California Register of Historical Resources; or

(B) Demolishes or materially alters in an adverse manner those physical characteristics [of a historical resource] that account for its inclusion in a local register of historical resources (pursuant to section 5021.1(k) of the Public Resources Code), or its identification in a historical resources survey meeting the criteria in section 5024.1(g) of the Public Resources Code, unless the public agency reviewing the effects of the project establishes by a preponderance of evidence that the resource is not historically or culturally significant; or

(C) Demolishes or materially alters in an adverse manner those physical characteristics of a historical resource that convey its historical significance and that justify its eligibility for inclusion in the California Register of Historical Resources as determined by a lead agency for purposes of CEQA.

(3) Generally, a project that follows the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for Preserving, Rehabilitating, Restoring, and Reconstructing Historic Buildings or the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1995),

Weeks and Grimmer, shall be considered as mitigated to a level of less than a significant impact on the historical resource.

Archaeological Resources

CEQA protects archeological resources in the following manner:

- When a project will impact an archaeological site, a lead agency shall first determine whether the site is a historical resource (Section 15064.5[a] of the State CEQA Guidelines).
- If a lead agency determines that the archaeological site is a historical resource, the lead agency shall refer to the provisions of Section 21084.1 of the PRC and Section 15126.4 of the State CEQA Guidelines, and the limits contained in Section 21083.2 of the PRC do not apply.
- If an archaeological site does not meet the criteria defined in Subsection (a), but does meet the definition of a unique archeological resource in Section 21083.2 of the PRC, the site shall be treated in accordance with the provisions of Section 21083.2.

Impact Analysis

Impact CUL-1: Adverse Effect on Significant Prehistoric and Historic-Era Resources. Reconnaissance or cursory level cultural resource surveys have been conducted within portions the CIHC project site. Though these surveys did not identify previously recorded or evaluated cultural resources, the surveys identified historic era artifacts and features that have not been evaluated for inclusion in the California Register of Historic Resources or the National Register of Historic Places. Based on the Cultural Resource Guidelines provided in Chapter 4, a phased identification process will be implemented once a project level area of potential effects is established. Specifically, Goal CR-1 and associated Guidelines CR-1–CR-7 call for coordination with the Native American community, subsurface archaeological testing at the CIHC site prior to ground-disturbing activities, monitoring, and development of a an inadvertent discovery plan. These goals also include provisions to evaluate documented recent historic-era debris on the CIHC site for eligibility to the National Register of Historic Places/California Register of Historical Resources and the development of treatment measures for those that are recommended eligible. The guidelines also follow HSC and PRC guidance in the event of the discovery of human remains.

Mitigation measures for the CIHC Program's potentially significant impacts on cultural resources will be implemented as required according to procedures identified in Section 106 of the NHPA (36 CFR 800.6, and PRC 5024.5(b) and its implementing regulations. CEQA requires lead agencies to adopt feasible mitigation measures for significant impacts on historic resources and unique archeological resources. Mitigation measures will be developed through a consultation process involving the federal agencies, SHPO, state agencies, and interested members of the public. Mitigation measures also will be required for potentially significant impacts on cultural resources caused by implementation of the Preferred Program Alternative.

CEQA Guidelines (15126.4) provide guidance regarding the preference for strategies to mitigate impacts on historic resources. The guidelines indicate that preservation in place is the preferred approach and enumerate other mitigation options. Limits on potential costs of mitigating unique archeological resources are presented in PRC 21083.2.

Cultural resources are fragile, finite, and nonrenewable. Any type of physical damage results in a permanent loss of information. The importance of any given resource is closely related to its structural or depositional integrity. Once a site is disturbed, it may be stabilized and protected from further deterioration, but it cannot be restored to its original condition. Even the application of data recovery techniques involves some loss because data recovery is necessarily selective. Although the construction or development phase of a proposed project may be of relatively short duration, adverse effects on NRHP-eligible or important cultural resources could be long term and permanent. The application of data recovery techniques can recover physical objects and mitigate the loss of data, but the site is nonetheless lost to posterity and future in-situ research. Cultural resources that are affected during the implementation of any alternative would be lost for posterity. Data recovery techniques ameliorate this loss somewhat. Cultural resources cannot be replaced or reproduced once they are lost, regardless of mitigation activities.

Implementing goal CR-1 and associated Guidelines CR-1–CR-7 would protect cultural resources, including as yet discovered resources at the CIHC site, and reduce any potential impacts caused by implementation of the CIHC General Plan to **less than significant**.

5.6.5 GEOLOGY AND SOILS (GEO)

Introduction

This section analyzes impacts related to geology, soils, and seismicity resources that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.3.1, “Physical Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to geology and soils.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to geology and soils apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would have a significant impact related to geology, soils, and seismicity if it would:

- expose people or structures to potential substantial adverse effects, including the risk of loss, injury, or death involving:

- rupture of a known earthquake fault, as delineated on the most recent Alquist-Priolo Earthquake Fault Zoning Map issued by the State Geologist for the area or based on other substantial evidence of a known fault;
- strong seismic ground shaking;
- seismic-related ground failure, including liquefaction; and
- landslides.

- result in substantial soil erosion or the loss of topsoil;
- be located on a geologic unit or soil that is unstable, or that would become unstable as a result of the project, and potentially result in on- or off-site landslide, lateral spreading, subsidence, liquefaction, or collapse;
- be located on expansive soil, as defined in Table 18-1-B of the Uniform Building Code (1994), creating substantial risks to life or property;
- have soils incapable of adequately supporting the use of septic tanks or alternative wastewater disposal systems where sewers are not available for the disposal of wastewater.

The project site would be served by West Sacramento's sanitary sewer system. Therefore, no impacts related to use of septic tanks or alternative wastewater disposal systems where sewers are not available would occur as a result of implementing the General Plan. No further discussion of this topic is required.

Impact Analysis

Impact GEO-1: Risk of Exposure to Geologic and Seismic Hazards. Because no active faults are mapped in the immediate project area by the California Geological Survey or the U.S. Geological Survey, and the area is not located within an Alquist-Priolo Earthquake Fault Zone, fault ground rupture is unlikely in the CIHC project area.

The Sacramento area is an area of relatively low seismicity, but as described in Chapter 2, seismic events occurring on earthquake faults in the Coast Range, Sierra Nevada Foothills, and San Francisco Bay Area have resulted in minor structural damage in the Sacramento area. Any buildings constructed as part of the CIHC would be required to comply with the Uniform Building Code, including compliance with those code sections that address seismic safety of structures. Therefore, impacts associated with exposure of people to adverse effects as a result of seismic shaking would be **less than significant**.

Impact GEO-2: Adverse Effects Caused by Seismic-Related Ground Failure, Including Liquefaction, Landslides, and Expansive Soils. Liquefaction is a process by which water-saturated materials (including soil, sediment, and certain types of volcanic deposits) lose

strength and may fail during strong ground shaking, when granular materials are transformed from a solid state into a liquefied state as a result of increased pore-water pressure. Structures on ground that undergoes liquefaction may settle or suffer major structural damage. Liquefaction is most likely to occur in low-lying areas where the substrate consists of poorly consolidated to unconsolidated water-saturated sediments or similar deposits of artificial fill. Liquefaction during an earthquake requires strong shaking to continue for a long period and loose, clean granular materials (particularly sands) that may settle and compact because of the shaking. Evidence of liquefaction may be observed in "sand boils," which are expulsions of sand and water from below the surface caused by increased pore-water pressure below the surface. Areas paralleling the Sacramento River that contain clean sand layers with low relative densities coinciding with a relatively high water table have generally high potential for liquefaction (USACE and Sacramento Area Flood Control Agency [SAFCA] 2010:3-25, 3-26).

An analysis performed in support of the draft environmental impact statement/environmental impact report for the West Sacramento Levee Improvements Program (WSLIP) evaluated whether any levee or underlying foundation materials potentially would liquefy during an earthquake event. This study concluded that the levee reach in which the project site is located may exhibit liquefaction during a seismic event (USACE and WSAFCA 2010: 3.4-13) and a previous geotechnical report for the East Riverfront property concluded that soil conditions present at the site indicate liquefaction is likely, depending on the degree of levee saturation during an earthquake (Kleinfelder 2003:10).

Even though ground shaking or liquefaction could potentially damage structures and endanger people on the site during a seismic event, the expected magnitude of groundshaking from large regional earthquakes is relatively low in the project area (USACE and WSAFCA 2010: 3.4-17). Additional site-specific geotechnical studies would be needed to determine the site's susceptibility to liquefaction and to determine whether specific structural designs are required to minimize this risk. Therefore, the potential for damage to structures and endangerment of people on the site from ground shaking or liquefaction would be a **significant** impact.

Mitigation Measure GEO-1: State Parks will perform geotechnical analysis of potential for liquefaction expansive soils and lateral spreading for future structures on the CIHC project site and will comply with recommendations regarding ground modification needed to ensure structural safety. Requirements contained in Title 24 of the California Code of Regulations, California Administrative Code (CAC) must be met; otherwise the structure cannot be placed on the site.

Implementing Mitigation Measure GEO-1 would reduce the potential for risk of loss, injury, or death associated with seismically related ground failure as a result of implementing the project. With the implementation of the mitigation measure, this impact would be **less than significant**.

Impact GEO-3: Soil Erosion or the Loss of Topsoil. Implementing the proposed project would result in disturbing ground on the site, including grading to re-contour the pond area for creation of the amphimeadow and construction of building pads. Temporary increases in

erosion may result from the geotechnical investigations and construction activities. Increased permeable surfaces (walkways, parking lots, roofs) may result in increased runoff related to erosion. Potential erosion impacts will be reviewed at the final grading plan and project design level and measures to be implemented during construction will, at a minimum, implement standard BMPs, preparation and implementation of a storm water pollution prevention plan (SWPPP), and compliance with National Pollutant Discharge Elimination System Permit (NPDES) conditions. The final design and construction specifications for all project components will include implementing standard erosion, siltation, and soil stabilization BMPs. Prior to construction, State Parks (or their designated contractors) will file a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board. Implementing standard erosion, siltation, and BMP measures; preparing and implementing a SWPPP; and complying with the conditions of the NPDES general stormwater permit for construction activity will maintain the potential for erosion associated with implementing the General Plan to a **less-than-significant** level.

5.6.6 HAZARDS AND HAZARDOUS MATERIALS (HAZ)

Introduction

This section analyzes impacts related to hazards and hazardous materials that would result from implementing the General Plan.

Environmental Setting

Hazardous Materials

In May 1997 a Phase I Environmental Site Assessment (ESA) was completed for the East Riverfront property (Wallace Kuhl 1997). The Phase I ESA evaluated the property for evidence of soil and groundwater contamination potentially resulting from current and/or former site activities. A concurrent soils sampling and testing program was performed to evaluate surface soils for evidence of contamination. A toxicological review evaluated whether certain soils required remediation.

The Phase I ESA revealed no evidence of recognized environmental conditions[2] on the property. Certain area soils contain concentrations of some heavy metals that are slightly elevated relative to naturally occurring concentrations, or are slightly greater in concentration than generic health-based criteria from the EPA. However, the soil testing program and toxicological review concluded that the sampled soils should not pose a human health risk, either by leaving the land undisturbed or by subjecting the property to possible unrestricted redevelopment in the future (Wallace Kuhl 1997:33).

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[2] **Recognized Environmental Condition:** The presence or likely presence of any hazardous substances or petroleum products on a property under conditions that indicate an existing release, a past release, or a material threat of a release of any hazardous substances or petroleum products into structures, on the property or into the ground, groundwater, or surface water of the property.

Two sites along the Sacramento River, on the north levee north of the CIHC project site, have known occurrences of hazardous materials. One of the sites is the petroleum groundwater plume located at the California Department of Water Resources (DWR) Maintenance Yard (approximately 1 mile west of the CIHC site), the other site is the Rivers site (approximately 0.5 mile west of the CIHC site) (USACE and WSAFCA 2010:3.17-6).

West Sacramento has a substantial number of industries and activities that transport, store, or use toxic or hazardous chemicals, which pose significant safety hazards. Presently, the COWS Fire Department has a small Hazardous Materials Division that provides permitting and fee collection services for hazardous materials users within the city. The division may provide first response in the event of a hazardous materials incident, such as a spill. However, the COWS Fire Department currently maintains a mutual aid contract with the City of Sacramento Fire Department to provide full response services for spill containment and hazardous materials incidents (COWS 2009:9-32).

Wildland Fire

Areas within the city of West Sacramento that are adjacent to dense vegetation along the Sacramento River are considered part of the urban wildland interface where wildland fires are a hazard to life and property (COWS 2009:9-28). The project site is susceptible to wildland fire because of the dense vegetation that grows along the riverbank.

Regulatory Setting

Uniform Fire Code

The Uniform Fire Code contains federal regulations relating to construction and maintenance of buildings and the use of premises. It addresses fire department access, fire hydrants, automatic sprinkler systems, fire alarm systems, fire and explosion hazards safety, hazardous materials storage and use, provisions intended to protect and assist fire responders, industrial processes, and many other general and specialized fire-safety requirements for new and existing structures and premises.

California Fire Code (Title 24, Part 9, California Code of Regulations)

The California Fire Code is also referred to as the California Building Standards Code. The California Fire Code incorporates the Uniform Fire Code with necessary California amendments. It prescribes regulations consistent with nationally recognized good practices for the safeguarding, to a reasonable degree, of life and property from the hazards of fire and explosion. It also addresses dangerous conditions arising from the storage, handling, and use of hazardous materials; devised conditions hazardous to life or property in the use or occupancy of buildings or premises; and provisions to assist emergency response personnel.

City of West Sacramento Municipal Code

COWS has fully adopted the California Fire Code standards for fire protection services. Section 15.14.040 of the West Sacramento Municipal Code includes amendments to the California Fire Code to provide specific fire protection services to the city.

Significance Criteria

Implementing the General Plan would have a significant impact related to hazards and hazardous materials if it would:

- create a significant hazard to the public or the environment through the routine transport, use, or disposal of hazardous materials;
- create a significant hazard to the public or the environment through reasonably foreseeable upset and accident conditions involving the release of hazardous materials into the environment;
- emit hazardous emissions or handle hazardous or acutely hazardous materials, substances, or waste within one-quarter mile of an existing or proposed school;
- be located on a site which is included on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 and, as a result, create a significant hazard to the public or the environment;
- for a project located within an airport land use plan or, where such a plan has not been adopted, within 2 miles of a public airport or public use airport, result in a safety hazard for people residing or working in the project area;
- for a project within the vicinity of a private airstrip, result in a safety hazard for people residing or working in the project area;
- impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan; and
- expose people or structures to a significant risk of loss, injury, or death involving wildland fires, including where wildlands are adjacent to urbanized areas or where residences are intermixed with wildlands.

The project site is not located within an airport land use plan or within 2 miles of a public airport or public use airport; nor is the project located within the vicinity of a private airstrip. The California Highway Patrol Academy is located 2.5 miles west and operates a helipad and small airstrip. The project site is not on a list of hazardous materials sites compiled pursuant to Government Code Section 65962.5 (Cortese List) (DTSC 2007). Therefore, these topics are not addressed further in this EIR.

Impact Analysis

Impact HAZ-1: Risk of Public Exposure to Hazardous Materials during Transport, Use, Disposal, or Accidental Release during Project Construction and Operation. Construction activities on the site would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, solvents). Operation of the CIHC would involve minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides) used during site operation and maintenance.

Transportation of hazardous materials on area roadways is regulated by the California Highway Patrol (CHP) and the California Department of Transportation (Caltrans), and use of these materials is regulated by the California Department of Toxic Substances Control (DTSC), as outlined in Title 22 of the California Code of Regulations. State Parks and their contractor would be required to use, store, and transport hazardous materials in compliance with federal state, and local regulations during project construction and operation. Because the project would implement and comply with existing hazardous materials regulations, it is unlikely that impacts related to creation of significant hazards to the public through routine transport, use, disposal, or accidental release of hazardous materials would be caused by development of the project. Therefore, this impact would be **less than significant**.

Impact HAZ-2: Risk of Schools to Be Exposed to Hazardous Materials during Project Construction and Operation. The nearest school to the project site is the Elkhorn Village Elementary School. The school is located approximately 0.27 mile west of the project site, which is just barely more than a quarter mile away.

Construction activities on the site would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, solvents). Operation of the project would involve minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides).

As stated in the previous impact analysis, transportation of hazardous materials on area roadways is regulated by the CHP and Caltrans, and use of these materials is regulated by the DTSC, as outlined in Title 22 of the California Code of Regulations. State Parks and their contractor would be required to use, store, and transport hazardous materials in compliance with federal, state, and local regulations during project construction and operation. Because the project would implement and comply with existing hazardous materials regulations, it is unlikely that impacts related to creation of significant hazards to schools through routine transport, use, disposal, or accidental release of hazardous materials would be caused by development of the project. Therefore, this impact would be **less than significant**.

Impact HAZ-3: Interference with an Adopted Emergency Response Plan or Emergency Evacuation Plan. COWS has an emergency response plan that includes warning the public about flooding during designated alert stages and calling for evacuations when warranted. Notification is through the Emergency Alert System, which provides information via television and radio. COWS is also a partner in a regional Reverse 911 Community Notification System that provides public address announcements from helicopters and vehicles driving in the area

or door to door notification if circumstances allow. The proposed General Plan contains Goal FLOOD-1 and associated Guidelines FLOOD-1 through FLOOD-8. These goals and guidelines call for close coordination with WSAFCA, DWR, CVFPB, and other agencies as appropriate and for the development of a flood mitigation plans and early warning systems and emergency procedures. With the implementation of these goals and guidelines, impacts related to emergency response plans would be **less than significant**.

Impact HAZ-4: Adverse Effects Related to Wildland Fires. The project site is located in an area identified as having moderate fire hazards (COWS 2009). Vegetation on the site presents a fire hazard from wildland fire. However, the General Plan contains goals and guidelines to provide for the safety of property, visitors and staff at the CIHC. Specifically, Guideline SAFE-4 call for the development of a fire response plan in coordination with the COWS Fire Department, structural and access requirements according to the Uniform Building Code and the Uniform Fire Code, such as requirements for emergency vehicle access, sprinklers, and fire resistant and/or fireproof materials. Implementations of the safety goals and guidelines in the General Plan will maintain impacts related to wildlife safety at the CIHC at a **less-than-significant** level.

5.6.7 HYDROLOGY AND WATER QUALITY (WATER)

Introduction

This section analyzes hydrology and water quality impacts that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.3.1, “Physical Resources”, in Chapter 2 of this General Plan for a description of existing conditions related to hydrology and water resources.

Regulatory Setting

In addition to the regulations detailed below, please refer to the following subsections in Section 2.7.3, “Regulatory Influences”, of this General Plan for more information on regulations related to hydrology and water quality:

- “Section 401 Water Quality Certification/Porter-Cologne Water Quality Control Act” and
- “Section 404 of the Clean Water Act”.

Central Valley Flood Protection Board

The CIHC site is located within the jurisdiction of the Central Valley Flood Protection Board (CVFPB), which is required to enforce standards for the construction, maintenance, and protection of flood control systems that protect public lands from floods. The jurisdiction of the CVFPB is the Central Valley, including the Sacramento River (Title 23 of the California Code of Regulations, Section 2). A CVFPB permit is required prior to starting work within the CVFPB’s jurisdiction, including the placement or construction of any building, structure, or landscaping; removal of vegetation; and any repair or maintenance that requires cutting into the levee.

Detailed design drawings are required for vegetation plantings and a complete vegetative management plan is required to show that the vegetation would not interfere with flood control, levee maintenance, inspection, and procedures to fight floods. The planning team coordinated closely with the CVFPB during preparation of the General Plan and CVFPB's guidance has been incorporated into goals and guidelines pertaining to flood safety.

City of West Sacramento Flood Protection Ordinance

The purpose and intent of Section 15.50 of the West Sacramento Municipal Code ("200-Year Flood Protection") and Title 18 of the West Sacramento Municipal Code ("Floodplain Management") is to promote the public health, safety, and general welfare and to minimize public and private losses caused by flood conditions in specific areas. Section 15.50 and Title 18 include provisions designed to (Ordinance 07-11, Section 1):

- protect human life and health;
- minimize expenditure of public money for costly flood control projects;
- increase preparedness for flooding in order to minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- minimize prolonged business interruptions; and
- minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines; and streets and bridges located in areas of special flood hazard.

Section 15.50 of the West Sacramento Municipal Code section applies to all projects involving the construction of a new structure requiring a building permit, and require that prior to occupancy, the structure will have 200-year flood protection; and that any improvements constructed or measures implemented to ensure 200-year flood protection will not significantly increase the risk of flooding or the effect of flooding on any adjacent or nearby properties.

Title 18, "Floodplain Management", of the West Sacramento Municipal Code contains standards for construction and utilities on sites in areas with special flood hazards, as defined by the Federal Insurance Administration of the Federal Emergency Management Agency (FEMA) in the flood insurance study for COWS and accompanying Flood Insurance Rate Maps. While the site is currently owned by the COWS Redevelopment Agency, ownership of the East Riverfront property may be turned over to State Parks at the adoption of the General Plan. While state owned property is not subject to local land use regulations, State Parks aims to design and implement its projects in its units in such a manner that does not create conflicts or inconsistencies with or adverse effects on local land use planning.

Significance Criteria

Implementing the General Plan would have a significant impact related to hydrology and water quality if it would:

- violate any water quality standards or waste discharge requirements;
- substantially deplete groundwater supplies or interfere substantially with groundwater recharge such that there would be a net deficit in aquifer volume or a lowering of the local groundwater table level (e.g., the production rate of preexisting nearby wells would drop to a level which would not support existing land uses or planned uses for which permits have been granted);
- substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, in a manner which would result in substantial erosion or siltation on- or off-site;
- substantially alter the existing drainage pattern of the site or area, including through the alteration of the course of a stream or river, or substantially increase the rate or amount of surface runoff in a manner which would result in flooding on- or off-site;
- create or contribute runoff water which would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff, or otherwise substantially degrade water quality;
- place housing within a 100-year flood hazard area as mapped on a federal Flood Hazard Boundary or Flood Insurance Rate Map or other flood hazard delineation map;
- place within a 100-year flood hazard area structures which would impede or redirect flood flows;
- expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam; and
- result in inundation by seiche, tsunami, or mudflow.

The proposed project would not involve construction of housing within a flood hazard area, therefore this topic is not discussed further in this section. The COWS municipal water system (surface water) and wastewater disposal system would serve the proposed project; therefore, the project would not result in depletion of groundwater resources or in unregulated waste discharge. For this reason these issues are not addressed further.

Impact Analysis

Short-Term and Long-Term Effects on Water Resources

Impact WATER-1: Risk of Loss, Injury, or Death Involving Flooding. The city of West Sacramento is at risk of flooding caused by levee failure and overtopping and from the remote possibility of dam failure. The potential for flooding in West Sacramento depends on the adequacy of the levee system and magnitude of flood hazards.

While a small portion of the CIHC project site is located on the landside of the levee, the majority of the East Riverfront property is located on the riverside of the levee on the west bank of Sacramento River, across from its confluence with the American River. A portion of the project site is in a special flood hazard area and is designated as flood zone AE. Areas designated as flood zone AE have a 1% chance of experiencing a flood each year and would be covered by floodwater during a base flood. The base flood elevation (100-year) is 31 feet NGVD 29 (National Geodetic Vertical Datum of 1929, the datum used to determine the starting point for measuring elevations) (FEMA 1995). At high water stages the portion of the site located on the riverside of the levee could be inundated.

The proposed project would place structures that would be occupied during operational hours on the riverside of the Sacramento River levee. These structures would be constructed in accordance with the State regulations. The city's Municipal Code Section 15.50 requires that prior to occupancy, structures will have 200-year flood protection and Title 18 contains standards for construction and utilities on sites located in areas of special flood hazards. Even though the state would not be required to comply with local ordinances, the project is being designed to conform to standards similar to the city's building and flood protection standards. Compliance with these standards would ensure the CIHC and its Tribal Treasures (collections), facilities, visitors, and staff are protected from the base flood. In the event of a high water event that covers the CIHC grounds, the riverside of the levee would require evacuation.

The city of West Sacramento has an emergency response plan that includes warning the public about flooding during designated alert stages and calling for evacuations when warranted. Notification is through the Emergency Alert System, which provides information via television and radio. The city is also a partner in a regional Reverse 911 Community Notification System that provides public address announcements from helicopters and vehicles driving in the area or door to door notification if circumstances allow.

The proposed General Plan contains Goal FLOOD-1 and associated Guidelines FLOOD-1 through FLOOD-8 call for coordination with the WSAFCA, DWR, the CVFPB and coordination with local, regional and Federal agencies charged with flood protection. These goals and guidelines require State Parks to design and construct the CIHC buildings to standards to withstand the 200-year flood event in compliance with State regulations, obtain an encroachment permit from CVFPB prior to implementation of the project, and to meet all permit conditions and management recommendations, including the condition that the project will not result in the redirection of flood flows. In addition, Guidelines FLOOD-6 through 8 call for the development of emergency

plans to keep staff, visitor, and Tribal Treasures (collections) safe during a potential flood event. Compliance with the goals and guidelines in the General Plan and with all permit conditions imposed by CVFPB will maintain the risk of loss, injury or death involving flooding resulting from implementation of the General Plan at a **less-than-significant** level.

Impact WATER-2: Temporary Impacts on Water Quality from Stormwater Runoff, Erosion, or Spills. Project implementation would include ground-disturbing activities during construction, near local drainages and waterways that could become contaminated by soil or construction substances. These waterways include the Sacramento River and the pond on-site.

Construction activities have the potential to temporarily impair water quality if disturbed and eroded soil, petroleum products, or construction-related wastes (e.g., cement and solvents) are discharged into receiving waters or onto the ground where they can be carried into receiving waters. Soil and associated contaminants that enter receiving waters through stormwater runoff and erosion can increase turbidity, stimulate algae growth, increase sedimentation of aquatic habitat, and introduce compounds that are toxic to aquatic organisms. Accidental spills of construction-related substances such as oils and fuels can contaminate both surface water and groundwater. The extent of potential impacts on water quality would depend on the:

- tendency for erosion of soil types encountered,
- types of construction practices,
- extent of the disturbed area,
- duration of construction activities,
- timing of particular construction activities relative to rain events, and
- proximity to receiving water bodies.

The potential for release of soil or construction-related materials into the Sacramento River and the pond could adversely affect water quality in these locations. However,

- State Parks (or their designated contractors) will implement Guideline WATER-3, which requires implementation of Best Management Practices (BMPs) during project construction; preparation and implementation of a Stormwater Prevention Pollution Plan (SWPPP); filing of a Notice of Intent (NOI) with the Central Valley Regional Water Quality Control Board prior to construction activities requiring a National Pollution Discharge Elimination System (NPDES) permit and compliance with NPDES permit conditions.

Implementing Guideline WATER-3 would maintain water quality impacts from temporary construction activities associated with the project at **less than significant**.

Impact WATER-3: Impacts on Sacramento River Water Quality Caused by Stormwater Runoff from Operation of the Project Site. Long-term degradation of runoff water quality can be caused by changes in land use, introduction of new pollutant sources, and increase in impervious surfaces, such as parking lots or structures. Implementing the General Plan would increase impervious surfaces on the landside of the levee because parking lots and buildings

associated with the Community Services zone would be built there. This landside area would be connected to the COWS stormwater drainage system and would not create runoff that would drain into the Sacramento River. On the riverside of the levee the Heritage Center zone would be the site of the main CIHC building, and the Group Activity zone would provide space for ceremonial, educational, or recreational gathering. Impervious surfaces within these zones, consisting of the CIHC building and walkways and pathways associated with the Group Activity zone, would increase the potential for pollutants to enter surface waters from runoff. Runoff from turf and other landscaped areas would potentially carry fertilizer and pesticide residues in stormwater or irrigation runoff. The General Plan contains Goal WATER-1 and associated Guideline WATER-1 that call for onsite capture and treatment of stormwater runoff and infiltration to reduce the amount of stormwater entering the stormwater drainage system and to reduce the amount of pollution in the runoff. Guideline WATER -2 calls for the design of features that provide for natural filtration of stormwater runoff. Vegetated swales and on-site retention of stormwater runoff shall be used to prevent stormwater runoff from the site from entering the Sacramento River. If the COWS stormwater drainage system is extended to the riverside of the levee, design features such as vegetated swales will be used to reduce the pollutant load of stormwater runoff that enters the COWS stormwater drainage system. Implementation of the General Plan goal and guidelines related to stormwater runoff will reduce impacts to **less than significant**.

5.6.8 LAND USE AND PLANNING (LU)

Introduction

This section analyzes land use and planning impacts that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.7, “Planning Influences”, of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

The following local land use plans are described to provide the planning context in which the project site is located. Once the project site becomes the property of State Parks, it would not be subject to local land use plans and regulations.

Regulatory Setting

Refer to Section 2.7, “Planning Influences”, of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

Significance Criteria

Implementing the General Plan would have a significant impact related to land use and planning if it would:

- physically divide an established community;

- conflict with any applicable land use plan, policy, or regulation of an agency with jurisdiction over the project (including, but not limited to the general plan, specific plan, local coastal program, or zoning ordinance) adopted for the purpose of avoiding or mitigating an environmental effect; and

- conflict with any applicable habitat conservation plan or natural community conservation plan.

Impact Analysis

Impact LU-1: Potential for the Project to Physically Divide an Established Community. The CIHC would be constructed along the banks of the Sacramento River. Existing neighborhoods are located south, west and northwest of the project site. A condominium complex is under construction adjacent to the site. Existing streets along the west side of the project site provide a connection between neighborhoods. Therefore, the project would not create a barrier that would block connections between these neighborhoods. In addition, a proposed pedestrian and bicycle paths running through the project site would enhance circulation along the riverbank between neighborhoods. As a consequence, the project would have **no impact** related to the physical division of a community.

Impact LU-2: Project Consistency with City of West Sacramento General Plan, Sacramento Riverfront Master Plan, and American River Parkway Plan. The previously described local land use plans provide the planning context in which the project site is located. Once the project site becomes the property of State Parks, it would not be subject to local land use plans and regulations. This analysis is provided to evaluate whether the proposed project would create incompatibilities with existing and future planned land uses near the project site and whether the proposed use would be consistent with existing land use plans for the site.

The CIHC would create public open space with natural areas and bicycle and pedestrian paths/trails along the length of the Sacramento River on the site. The CIHC would also include public education activities and public gathering places on the site. These activities and uses would be consistent with the policies of the COWS General Plan that encourage public appreciation and awareness of the natural environment; promote public access to the Sacramento River within West Sacramento, provide for preservation and restoration of riparian vegetation along the riverfront, and enhance the system of pedestrian bicycle trails along the length of the Sacramento River within the city.

The project supports the intent of the Sacramento Riverfront Master Plan to establish a web of connectivity, including connections to the American River Parkway; to strengthen the green backbone of the community; and to make places of celebration on the riverbanks. The CIHC project would be supportive of American River Parkway Plan's policy regarding the Discovery Park subarea, which is to create connections between the parkway and West Sacramento. Therefore, the project would not conflict with plans or policies within these plans adopted for the purpose of avoiding or mitigating an environmental effect. This impact would be **less than significant**.

Impact LU-3: Project's Potential to Conflict with Any Applicable Habitat Conservation Plan or Natural Community Conservation Plan. During development of the General Plan, the CIHC planning team closely coordinated with representatives from the Yolo Natural Heritage Program, the entity currently preparing the Yolo HCP/NCCP, and explored options for mitigation for impacts to biological resources resulting from implementation of the CIHC General Plan. Guideline NR-15 specifically calls for coordination with the Yolo Natural Heritage Program to ensure consistency between on-site natural resource management, mitigation for on-site impacts to sensitive natural resources, and the goals of the Yolo HCP/NCCP. Furthermore, the Yolo HCP/NCCP is not yet adopted and the anticipated dates for adoption and implementation are not known at this time. This impact is **less than significant.**

5.6.9 NOISE (NOISE)

Introduction

This section analyzes noise impacts that would result from implementing the CIHC General Plan.

Environmental Setting

Existing ambient noise in the project area is associated with vehicular traffic along roads adjacent to the site and activities on the rivers. Intermittent noise from Interstate 5 on the east side of the Sacramento River is also audible. Ambient noise on the property also includes noise generated by general residential activity (e.g., landscaping, people talking). Occasional aircraft passing over (e.g., small private planes, traffic and police helicopters, and aircraft from Sacramento International Airport) also add to the ambient noise level. Noise generated by passenger and freight trains operating on rail lines located approximately one-half mile south of the project site is audible on the East Riverfront property.

Sensitive receptors located in and around the CIHC site include recreationists and residences along Fountain Drive, Lighthouse Drive, and the residential neighborhood directly adjacent to the site along Regatta Lane, approximately 200 feet from the CIHC site. It should be noted that a levee is located between the CIHC site and adjacent residences. The levee is approximately 12–15 feet high and would act as a noise barrier.

No airstrips exist within 2 miles of the CIHC. Sacramento International Airport is located approximately 7 miles to the northwest and Sacramento Executive Airport is located 5 miles south of the CIHC site. The California Highway Patrol Academy is located 2.5 miles west and operates a helipad and small airstrip.

While state-sponsored projects are not subject to county regulations, typically they attempt to adhere to local policies to the extent feasible. COWS has established nontransportation-related noise standards of 50 A-weighted decibels (dBA) hourly equivalent noise level (L_{eq}[h]) and 70 dBA maximum noise level (L_{max}) for daytime hours (7:00 a.m. to 10:00 p.m.) and 45 dBA L_{eq}(h) and 65 dBA L_{max} for nighttime hours (10:00 p.m. to 7:00 a.m.). The transportation-related noise standards are 60 dBA community noise equivalent level (CNEL) for outdoor activity areas and

45 dBA CNEL for interior spaces for sensitive land uses (West Sacramento Municipal Code, Table II-4 of Section 17.32.030, "Standards"). COWS does not currently have an exemption from noise standards for construction activities.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to noise related topics apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would result in significant impact related to noise if it would create:

- exposure of persons to or generation of noise levels in excess of standards established in the local general plan or noise ordinance, or applicable standards of other agencies,
- exposure of persons to or generation of excessive groundborne vibration or groundborne noise levels,
- a substantial permanent increase in ambient noise levels in the project vicinity above levels existing without the project, and
- a substantial temporary or periodic increase in ambient noise levels in the project vicinity above levels existing without the project.

Impact Analysis

Impact NOISE-1: Short-Term Noise Levels Related to Project Construction. Short-term noise from construction would result from implementation of the General Plan. Noise levels would likely vary over different parts of the site because of the different levels of activity and development phases. Specific projects that would result in constructing new facilities would undergo additional environmental review before the project is implemented. At that time, the level of noise that would be generated by the specific activity would be determined based on the construction equipment required and the sensitive receptors present. If subsequent environmental review results in a determination that anticipated noise levels may exceed state standards or adversely affect sensitive receptors, project-specific mitigation would be adopted and implemented. In addition, as stated in the setting, the levee in between the CIHC site and adjacent residences would act as a noise barrier and would attenuate audible noise generated on-site, including construction noise. The exact amount of attenuation is not quantifiable at this time; however a conservative estimate would be between 5–10 dBA.

Typically construction noise is exempt from local noise standards as long as construction activities take place during the day and have all manufacturer-recommended noise control devices installed and functioning. These regulatory exemptions reflect the local jurisdictions' acknowledgement that construction noise is a necessary part of new development and does

not create an unacceptable public nuisance when conducted within the least noise sensitive hours of the day. However, COWS does not currently exempt construction activities from noise standards. Therefore, if construction activities were to occur directly adjacent to noise sensitive land uses or occur during the more noise sensitive hours (e.g., evening, nighttime, early morning), or if construction equipment is not properly equipped with noise control devices, CIHC-generated noise levels from construction sources could exceed the applicable standards and result in substantial temporary increase in the ambient noise environment at nearby noise sensitive receptors. This impact would be **significant**.

Implementing mitigation measures at the program level that would apply across all project-level aspects of the program is feasible. The following mitigation measures will ensure that construction noise generated during all phases of the CIHC program is reduced to the extent feasible at the program level.

Mitigation Measure NOISE-1: CIHC and its contractors shall restrict construction activities that generate noise across property boundaries to the hours of 7:00 a.m. to 6:00 p.m. on Monday through Friday and 8:00 a.m. to 5:00 p.m. on Saturdays; require that all construction equipment be properly maintained per manufacturers' specifications and fitted with the best available noise suppression devices (e.g., mufflers, silencers, wraps); and require that all impact tools be shrouded or shielded and all intake and exhaust ports on power equipment be muffled or shielded. Construction activities that generate noise across property lines will not be permitted on Sundays and federal, state, and city holidays.

Implementing Mitigation Measure NOISE-1, program-level impacts from construction noise would be **less than significant**. If additional project-level significant impacts are identified, specific mitigation measures would be required at that time under CEQA.

Impact NOISE-2: Long-Term Noise Levels Related to Project Operations. Potential sources of noise associated with future development or improvements within the CIHC site would include motor vehicle use, park administrative operations, maintenance activities, outdoor events, and recreational activities such as interpretive hikes. Noise associated with these activities could include vehicle noise (e.g., tires, brakes, engine acceleration), heating ventilation air conditioning system operations, trail maintenance equipment (e.g., hand and power tools), sound amplification of performances and events, and visitor-related noise (e.g., opening and closing of doors, people talking, yelling, music playing).

Future development and improvements would generate additional visitation to the CIHC. Subsequently, traffic volumes and the associated noise volumes along roadways that access the CIHC would increase. However, in order to increase noise levels above the 60 dBA threshold identified by COWS, traffic would need to exceed several thousand trips per day. The COWS defines a significant impact for traffic noise levels less than 60 dBA L_{dn} as an increase of +5 dBA L_{dn} (West Sacramento Municipal Code, Table II-4 of Section 17.32.030, "Standards"). Program-related traffic would not be generated in the quantities required to cause a +5 dBA increase and

therefore, would be unlikely to cause substantial increase in traffic noise or generate noise levels exceeding applicable standards.

Operational noise related to maintenance, equipment operations, and visitors would occur mostly throughout the CIHC site. Noise emanating from these sites would be minimal and would mostly occur during less-sensitive daytime hours when the CIHC is open for day-use (proposed operation hours are from 10 a.m. to 5 p.m.). Noise from mechanical equipment would be mitigated according to mitigation measures identified during specific project-level review.

Noise from maintenance and equipment operations would also occur during daylight hours when employees are performing their duties. Thus, because noise-producing activities would be limited to daylight hours and restricted during quiet hours, sleep disturbance and human annoyance would be unlikely to occur.

As stated in the setting, the levee in between the CIHC site and adjacent residences would act as a noise barrier and would attenuate audible noise generated on-site. The exact amount of attenuation is not quantifiable at this time; however, a conservative estimate would be between 5–10 dBA.

Noise generated by site development, operation, and increased visitation also has the potential to adversely affect noise-sensitive wildlife species, such as nesting Swainson's hawks or other nesting raptors. Guideline NR-9 includes provisions for protection of sensitive wildlife during construction. Thus, noise effects on sensitive wildlife species resulting from implementation of the General Plan are expected to remain at less-than-significant levels.

Noise produced by long-term traffic and operational activities would be minimal, would be attenuated by the intervening levee and by existing traffic on local roadways, and would occur mostly during less-sensitive daylight hours. This impact would be **less than significant**.

Impact NOISE-3: Incompatible Land Uses. Surrounding land uses are primarily residential and would be shielded from the CIHC main facility by the intervening levee. As stated above, CIHC activities would take place during less-sensitive daylight hours and visitors to the site would be indoors or walking along trails. Noise from adjoining parcels would be unlikely to intrude on these activities as they are residential in nature and noise from residential neighborhoods is unlikely to exceed COWS standards. If any specific noise conflicts between CIHC and adjacent land uses are identified under project-level analysis, specific mitigation measures would be required at that time under CEQA. This impact would be **less than significant**.

Impact NOISE-4: Short- and Long-Term Sources of Vibration. Implementing the CIHC General Plan is not expected to include any major sources of vibration. However, construction activities could result in varying degrees of temporary groundborne vibration, depending on the specific construction equipment used and operations involved. Vibration generated by construction equipment spreads through the ground and diminishes in magnitude with increases in distance.

Using the Federal Transit Administration's (FTA) recommended procedure (FTA 2006:12-11 through 12-13) for applying a propagation adjustment to these reference levels, predicted worst-case vibration levels would exceed 80 VdB (FTA's maximum-acceptable vibration standard with respect to human annoyance for sensitive uses) within 60 feet of vibration-sensitive receptors. It is not anticipated that sensitive receptors would be located adjacent to active construction projects. Thus this impact would be **less than significant**.

5.6.10 POPULATION AND HOUSING (PH)

Introduction

This section analyzes impacts to population and housing that would result from implementing the General Plan.

Environmental Setting

Refer to Section 2.7.5, "Demographics, Trends, and Projections", of Chapter 2 of this General Plan for a description of existing demographic and housing trends relevant to the proposed project.

Regulatory Setting

Refer to Section 2.7, "Planning Influences", of Chapter 2 of this General Plan for a description of existing plans relevant to the proposed project.

Significance Criteria

Implementing the General Plan would have a significant impact related to land use and planning if it would:

- Induce substantial population growth in an area, either directly or indirectly;
- Displace substantial numbers of existing housing, necessitating the construction of replacement housing elsewhere;
- Displace substantial numbers of people, necessitating the construction of replacement housing elsewhere.

Implementing the General Plan would not directly induce regional population growth or displace substantial numbers of existing housing. The CIHC would attract visitors to the CIHC site and potentially add to the employment base of the immediate area. Staff currently employed at the existing SIM in Sacramento would transfer to the CIHC site; therefore demand for additional employees may be limited. The current unemployment rate is 17.7% in West Sacramento, 11.6% in Yolo County, 6.7% in the City of Sacramento, and 12.8% in Sacramento County (Employment Development Department [EDD] 2010a, EDD 2010b). Apartment surveys conducted by the University of California, Davis, in 2007 and 2008 showed that apartment vacancy rates in West Sacramento were above 17% in those years (U.C. Davis News 2007, U.C.

Davis News 2008). Given the high unemployment rate and high apartment vacancy rate in West Sacramento, any increase in demand for labor and housing resulting from project implementation would likely be met by the existing local population and housing market and no additional housing would be needed to serve growth associated with employment at the site or with visitation to the site. There is currently no housing on the properties proposed for construction of the CIHC. Therefore, these issues are not addressed further.

Impact Analysis

Impact PH-1: Potential for the Project to Displace Substantial Numbers of People, Necessitating the Construction of Replacement Housing Elsewhere. Development of the site as part of the CIHC would displace homeless persons who occupy the CIRI property. The numbers of people who would be potentially displaced is unknown; however, the Yolo County Homeless and Poverty Action Coalition's 2009 Homeless Census Data Report recorded 201 homeless persons in the City of West Sacramento on January 29, 2009 who were not living in shelters. Some may have been occupants of the CIRI site at that time. (This census count was conducted in accordance with U.S. Department of Housing and Urban Development (HUD) guidelines) (HPAC 2009). Displacement of persons occupying the CIRI site would require these people to seek shelter elsewhere, either on other vacant properties, or to seek assistance in finding shelter from organizations providing assistance to the homeless.

The cities of Davis, West Sacramento, Winters, and Woodland partner with the County of Yolo to fund the Homeless Coordination Project. The Project provides funds for the Cold Weather Shelter and a Homeless Coordinator to deliver homeless coordination services. The Homeless Coordination Project and its community partners, including the Yolo County Homeless and Poverty Action Coalition, have successfully coordinated efforts to help alleviate the problems of homelessness and to obtain funding from federal and state grants through collaborative relationships (Yolo County 2010a). Yolo County and its cities have recently approved *One Piece at a Time: Ending and Preventing Homelessness for Yolo County Residents*, a plan that outlines the key pieces of an integrated system to end and prevent homelessness in the county (Yolo County 2010b). The proposed CIHC would not have an adverse effect on implementation of the Homeless Coordination Project and efforts to prevent and end homelessness in the City of West Sacramento and Yolo County. This impact is **less than significant**.

5.6.11 PUBLIC SERVICES (PS)

Introduction

This section analyzes the impacts that would occur to public services that would result from implementing the General Plan for the CIHC.

Environmental Setting

Refer to Section 2.4.2, "Public Safety", in Chapter 2 of this General Plan for a description of existing conditions related to public services.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to public services apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would have a significant impact related to public services if it would:

- cause substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities or the need for new or physically altered governmental facilities, the construction of which could cause significant environmental impacts, in order to maintain acceptable service rations, response times, or other performance objectives for any of the public services, including police or fire services or other public facilities.

The CIHC would not involve construction of housing, and would not create a demand for additional school capacity or for additional parks; therefore these topics are not discussed further.

Impact Analysis

Impact PS-1: Adverse Effects on Police and Fire Services. Public safety at the CIHC would be handled through a cooperative agreement between State Parks and COWS. Under this agreement, park rangers would patrol the park during the day, typically between 8 a.m. and 5 p.m. During Phase 1 of the park's development, these park rangers would be stationed at the District headquarters in Old Sacramento State Historic Park (OSSHP) and the park would be part of a wider patrol area. Starting in Phase 2 of CIHC development, park rangers would be located on-site in the Public Safety and Facility Operations Building at the north end of the site. COWS police would patrol the park at after 5:00 p.m. as part of their regular patrol service in the neighborhood, and a private security company would provide nighttime security, similar to the arrangement in OSSHP.

The Master Agreement with COWS (Appendix A) includes provisions for State Parks and COWS preparing a memorandum of understanding. It notes that State Parks would provide patrol and security services "at a level comparable to other state park units with similar characteristics" and that the area to be patrolled would include the riverfront path from the north end of the East Riverfront property to the Broderick Boat Ramp.

Public safety in the vicinity is affected by a transient homeless population that can be found on properties south of the East Riverfront property and could affect safety, and perceptions of safety, at the CIHC. This concern requires additional coordination between COWS and State Parks and would be considered a potentially significant impact related to public safety; however, with the State Parks providing patrol and security services for the riverfront path along the project site and to the Broderick Boat Ramp per the memorandum of understanding,

safety and security would be improved over the existing condition on the East Riverfront property and adjoining CIRI property. Therefore, this impact would be **less than significant**.

Fire response to the CIHC project site would be provided by the COWS Fire Department through existing fire stations. The nearest fire station to the project site is Station No. 44, located at 905 Fremont Boulevard, approximately 1 mile from the project site. This station is equipped with one engine with a 500-gallon tank, and one brush fire truck with a 420-gallon tank. All engines are staffed with three personnel and a duty chief for each shift. The COWS Fire Department has a total of 19 personnel on duty per shift per day (COWS 2009: 6-41). The General Plan contains guidelines to ensure that secondary access to the site would be available for emergency personnel at the north end of the site. Impacts related to fire protection services would be **less than significant**.

5.6.12 RECREATION (REC)

Introduction

This section analyzes the impacts that would occur to recreation resources that would result from implementing the General Plan for the CIHC.

Environmental Setting

Refer to Section 2.1.2, "Regional Recreation Facilities", in Chapter 2 of this General Plan for a description of existing conditions related to recreation.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to recreation apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would have a significant impact related to recreation if it would:

- Increase the use of existing neighborhood and regional parks or other recreational facilities such that substantial physical deterioration of the facility would occur or be accelerated;
- Include recreational facilities or require the construction or expansion of recreational facilities which might have an adverse physical effect on the environment.

The proposed CIHC involves construction of a recreation facility, the physical effects of which are addressed in this chapter under the relevant resource topics. Therefore the second significance criterion is not addressed further in this section.

Impact Analysis

Impact REC-1: Cause Substantial Increased Physical Deterioration to Existing Local and Regional Parks. The proposed CIHC project would not increase use of existing recreational

facilities in West Sacramento or the region; rather, the project creates a new park that would be accessible to the community and would increase public open space in West Sacramento. The proposed project would not require construction or expansion of recreational facilities to serve additional demand. Therefore, the project would have a **less-than-significant** impact on recreation.

5.6.13 TRANSPORTATION AND TRAFFIC (TRAN)

Introduction

This section analyzes transportation and circulation impacts that would result from implementing the General Plan. The following information is summarized from the Transportation Study for the California Indian Heritage Center prepared by Fehr & Peers Transportation Consultants (November 2010). The Transportation Study is provided in Appendix E of this document.

Attendance projections from a Business Plan prepared for the CIHC by AECOM (AECOM 2010) estimate that the CIHC will have approximately 177,000 to 266,000 visitors annually. This level of visitation equates to roughly half the current level of annual visitors to the Old Sacramento State Historic Park (including the California State Railroad Museum). Local attractions in the Sacramento area have attendance patterns that are highly seasonal, peaking during the summer months. According to State Parks, the CIHC is expected to follow this pattern, with peak attendance days occurring during the summer, and peak vehicle trip generation occurring on the weekends.

The Transportation Study assumes that 5 percent of visitors to the CIHC would arrive via an alternative transportation mode (including walking, bicycling, and public transit) and that the remaining 95 percent of visitors would arrive in either an automobile or a private bus. The study notes that this value is conservative, as it is lower than the regional walk/bike and transit mode splits reported in the 2000 Sacramento Area Household Travel Survey conducted by the Sacramento Area Council of Governments. (7.6% for non-work trips)

Environmental Setting

Summary of Existing Transportation Options

The CIHC can be reached utilizing one of a variety of existing transportation services and facilities, as described below.

- **Auto/Private Bus:** Regional access is available via Interstate 5 (I-5), the primary north-south freeway in the area, and Business 80/U.S. Highway 50 (U.S. 50), an east-west freeway that is less than a two mile drive south of the proposed project site. To access I-5, visitors travel across the Sacramento River on one of two crossings connecting the study area to Downtown Sacramento: the I Street Bridge or the Tower Bridge. Access from these bridges and from within West Sacramento is available via local surface streets.

- **Public Transit:** Routes 40 and 41 connect the proposed CIHC project site to West Sacramento's new transit center located on West Capitol Avenue. The transit center serves as a connection point to five additional routes serving West Sacramento (Routes 35, 42A and 42B, 240, and 241). Several of the Yolobus routes serving West Sacramento and the CIHC travel across the Tower Bridge to the City of Sacramento, within one to three blocks of the Sacramento Valley Station, one of the ten busiest Amtrak stations in the nation.

- **Bicycle and Pedestrian:** In the vicinity of the proposed CIHC, Lighthouse Drive has sidewalks and on-street bicycle lanes in both directions between A Street and Fountain Drive. Within the project site, a paved roadway runs along the top of the Sacramento River levee. This roadway is not open to public motor vehicle traffic, and field visits indicate that this route is frequently used by pedestrians and cyclists. South of the project site, the levee access roadway connects with the City of West Sacramento's River Walk Promenade Trail. Recent projects have added visitor amenities to the promenade, including landscaping and lighting, between the Tower Bridge and the I Street Bridge.

Traffic Counts

Traffic counts were completed to serve as a baseline against which to compare the proposed project and cumulative conditions. The traffic counts were collected at 11 existing study intersections located in the City of West Sacramento and were selected based on the expected travel characteristics of the project (i.e., project location and amount of project trips), as well as the susceptibility of nearby intersections to increased traffic due to the full build-out of the project. As a result of the traffic counts, it was determined that all signalized and unsignalized intersections currently operate at acceptable levels or better. The two study intersections on Jefferson Boulevard at Sacramento Avenue and West Capitol Avenue currently experience the most peak hour delay.

The CIHC is expected to experience higher visitation on weekends than on weekdays, except during the peak school visitation period. However, during the peak school visitation period, students arrive by bus and fewer vehicle trips are generated than on a typical weekend day.

Therefore, the facility is more likely to impact the surrounding transportation system on weekends than during the typical weekday AM and PM peak hours, and traffic counts were conducted for the projected peak weekend hour.

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to transportation and traffic apply to the proposed General Plan.

Significance Criteria

The transportation analysis uses criteria based on the State CEQA Guidelines, Appendix G (environmental checklist), and thresholds found in the COW's Traffic Impact Analysis Guidelines (December 2006), because the CIHC is located within COWS and would use local roadways to

reach the site. This approach is consistent with the approach used in the Transportation Study Implementing the General Plan would have a significant impact on transportation and circulation if it would:

Bicycle and Pedestrian Facilities

- adversely affect an existing bikeway or pedestrian facility such that access and/or usage of the facility is discouraged or conflicts are created;
- affect an aspect defined in the *West Sacramento Bicycle and Pedestrian Path Master Plan*;

Transit Facilities

- adversely affect public transit operations or fail to adequately provide access to transit;

Signalized Intersections

- degrade the level of service (LOS) from an acceptable LOS (without the project) to an unacceptable LOS (with the project);
- cause the Volume to Capacity (V/C) ratio to increase by more than 0.05 at an intersection operating at an unacceptable LOS without the project;

Unsignalized Intersections

- degrade the LOS from an acceptable LOS (without the project) to an unacceptable LOS (with the project) based on the average conditions across all movements, and cause the intersection to meet traffic signal warrants; and
- increase the average delay by more than 5 seconds at an intersection that meets a signal warrant and operates at an unacceptable LOS without the project.

The COWS General Plan identifies a standard of LOS C for roadways maintained by the City. However, a provision is made to accept LOS D "at intersections on roadway segments within one-quarter mile of a freeway interchange or bridge crossing of the Deep Water Ship Channel, Barge Canal, or Sacramento River."

Therefore, the LOS C standard applies to six of the 11 study intersections, while the LOS D standard applies to the five study intersections that are within one-quarter mile of a freeway interchange or a crossing of the Sacramento River.

Impact Analysis

The Transportation Study analyzed potential impacts on transportation systems from implementation of the General Plan under existing conditions and under year 2025 conditions (Cumulative plus Project). The detailed description of methodology and assumptions used in the analysis is provided in Appendix E. The Transportation Study came to the following conclusions regarding the project's potential impacts under Cumulative plus Project Conditions.

Impact TRAN-1: Adversely Affect Existing Bikeway or Pedestrian Facilities, or Affect an Aspect Defined in the West Sacramento Bicycle and Pedestrian Path Master Plan. Construction of the CIHC would include the development of an extensive system of bicycle and pedestrian trails throughout the project site. This system of pathways is consistent with the *West Sacramento Bicycle and Pedestrian Path Master Plan* (1991), which also envisions a pathway looping through the project site. The existing bicycle lanes and sidewalks on Lighthouse Drive would assist with providing access to the bicycle/pedestrian infrastructure that would be constructed as part of the CIHC. Therefore, construction of the CIHC would not remove or adversely affect any existing bicycle/pedestrian facilities. In addition, The Sacramento River Crossings Alternatives Study prepared by Fehr & Peers in October 2010 has identified a link between the CIHC site and the Richards Boulevard area as a future "crossing location opportunity." Impacts related to existing bikeways and pedestrian facilities or aspects defined in the West Sacramento Bicycle and Pedestrian Path Master Plan are **less than significant**.

Impact TRAN-2: Adversely Affect Public Transit Operations or Fail to Adequately Provide Access to Transit. Visitors to the CIHC would have access to two Yolobus transit routes on weekdays and one on the weekend. Both bus routes are located within a half mile of the project site. Construction of the CIHC would not adversely affect public transit operations.

In addition, the concept plans for the proposed CIHC include the reconstruction of a boat dock as part of Phase 2. This boat dock would be designed to accommodate the potential for future water shuttle service to attractions along the banks of the Sacramento River, and would be of sufficient size to accommodate tour boats originating in Old Sacramento, providing an additional means of accessing the CIHC and further reducing potential auto traffic to the park.

The cities of Sacramento and West Sacramento initiated a planning process in 2006 to assess the feasibility of connecting the two cities with a streetcar line. In addition, a future north-south alignment through West Sacramento would likely travel north on 5th Street from Tower Bridge Gateway, and could provide a future connection to the CIHC. Impacts related to public transit are **less than significant**.

Impact TRAN-3: Degrade the Level of Service (LOS) from an Acceptable LOS (Without the Project) to an Unacceptable LOS (With the Project); or Cause an Unacceptable Increase in the Volume to Capacity (V/C) Ratio at an Intersection Operating at an Unacceptable LOS Without the Project. Based on the Transportation Study, the CIHC will not result in degradation of the level of service at any intersections under existing plus project conditions. Under cumulative conditions without the CIHC, the Sacramento/Jefferson Boulevard-Kegle Drive intersection will operate at LOS E, an unacceptable LOS. This intersection will operate unacceptably with the addition of CIHC project trips. However, the Transportation Study determined that the addition of CIHC project traffic does not increase overall intersection delay or the V/C ratio at this location from Cumulative No Project conditions. Therefore, according to COWS's significance criteria, the unacceptable level of delay at this location does not constitute a project impact. The impact of the General Plan on level of service and increase in the V/C ratio remains **less than significant**.

5.6.14 UTILITIES AND SERVICE SYSTEMS (UTIL)

Introduction

This section analyzes impacts on utility and public service systems that would result from implementing the General Plan.

Environmental Setting

COWS operates the water system that serves residential, commercial, and industrial users in West Sacramento. The Sacramento River provides water that is treated at the City's Bryte Bend Water Treatment Plant (WTP), which has a maximum capacity of 58 million gallons per day (mgd). In 2006 the demand was at a daily average of 14.5 mgd and the maximum day demand was 28.2 mgd. The City's water supply is considered dependable, and within the urban areas no water constraints exist for fire protection (COWS 2009:6-11; 6-14). Water supply lines exist in the streets adjacent to the CIHC project site, but are not extended onto the site.

Wastewater treatment is provided to West Sacramento through connection with the Sacramento County Regional Sanitation District treatment plant. Sewer collection lines exist in the streets adjacent to the project site. However, collection lines do not exist on-site.

COWS operates and maintains storm drainage facilities consisting of buried pipelines, street gutters, roadside ditches, and pump stations. Storm drains exist in the streets adjacent to the project site. However, collection lines do not exist on-site.

Underground utilities were installed in the northern portion of the former JTS property in anticipation of the next phase of residential development.

COWS contracts with a private refuse hauler to collect all of the residential and commercial solid waste within the city. Solid waste is transported to the Yolo County Central Landfill outside of Davis, California. The landfill has enough capacity to remain open until the year 2045 (COWS 2009:6-51).

Regulatory Setting

No federal, state, regional, or local plans, regulations, or laws related to utilities apply to the proposed General Plan.

Significance Criteria

Implementing the General Plan would have a significant impact related to public services and utilities if it would:

- exceed wastewater treatment requirements of the Central Valley Regional Water Quality Control Board;

- require or result in the construction of new water or wastewater treatment facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- require or result in the construction of new storm water drainage facilities or expansion of existing facilities, the construction of which could cause significant environmental effects;
- have insufficient water supplies available to serve the project from existing entitlements and resources, or require new or expanded entitlements;
- result in a determination by the wastewater treatment provider which serves or may serve the project that it has inadequate capacity to serve the project's projected demand in addition to the provider's existing commitments;
- be served by a landfill with insufficient permitted capacity to accommodate the project's solid waste disposal needs; and
- not comply with federal, state, and local statutes and regulations related to solid waste.

Impact Analysis

Impact UTIL-1: Increase Demand on Utilities and Service Systems. As described above, water supply lines, sewer collection lines, and storm drainage collection lines exist in the streets adjacent to the CIHC project site and on the northern portion of the former JTS property, but are not extended onto the site. Therefore, all municipal services would be available to the site. All domestic water and wastewater treatment facilities would have adequate capacity to serve the site. The project site is served by a COWS-contracted solid waste hauler, and the Yolo County landfill has sufficient capacity to serve the site.

The project's water supply demand, wastewater generation, and solid waste generation would be considerably less than would occur with residential units of the same building area. Restrooms and food service concessions would be the primary uses on-site that would require water supply and would generate wastewater. The site would also require water flows for adequate fire protection. Landscaping consisting of native plants adapted to the climatic conditions of the site would require minimal irrigation, and limited hours of operation (10 a.m. to 5 p.m.) would limit the water demand and wastewater generation. Therefore, impacts on utilities and service systems would be **less than significant**.

5.7 OTHER CEQA CONSIDERATIONS

5.7.1 UNAVOIDABLE SIGNIFICANT ENVIRONMENTAL EFFECTS

No significant and unavoidable impacts were identified for the project.

No other unavoidable and significant impacts would result from adopting and implementing this General Plan.

5.7.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

No significant irreversible changes to the physical environment are anticipated from implementing the General Plan. Facility development, including structures, roads, and trails, may be considered a long-term commitment of resources; however, the impacts can be reversed by removing the facilities and discontinuing access and use of the site. The General Plan included goals and guidelines that require monitoring of natural resources on the site on an ongoing basis and adaptive management to address adverse effects. The construction and operation of facilities may require the use of nonrenewable resources. This impact is projected to be minor based on considerations of sustainable practices in site design, construction, maintenance, and operations that have been incorporated into the General Plan goals and guidelines. Design Standards and Guidelines (Appendix B) of the General Plan include sustainable principals used in design, construction, and management, such as the use of nontoxic materials and renewable resources, resource conservation, recycling, and energy efficiency, emphasize environmental sensitivity (i.e., General Sustainability Guideline 2, "Apply the California Green Building Standards Code [CALGREEN] in the design and construction of all CIHC buildings", "Emphasize implementation of sustainability measures in the design and construction of the main collections facility and its grounds. Seek Leadership in Energy and Environmental Design (LEED®) building certification", and Maintenance Sustainability Guideline 10, "Seek opportunities to minimize waste and improve efficiency in the operation of park facilities by implementing a waste management and recycling program".

5.7.3 GROWTH-INDUCING IMPACTS

State CEQA Guidelines Section 15126.2(d) requires that an EIR evaluate the growth-inducing impacts of a proposed project. Specifically, an EIR must discuss the ways in which a proposed project could foster economic or population growth, or the construction of additional housing, either directly or indirectly, in the surrounding environment. Growth inducement itself is not an environmental effect, but may lead to environmental effects. Such environmental effects may include increased demand on other community and public services and infrastructure, increased traffic and noise, degradation of air or water quality, degradation or loss of plant or wildlife habitats, or conversion of agricultural and open space land to urban uses.

Implementing the proposed General Plan would not foster additional population growth, or the construction of additional housing. Economic growth would be limited to the CIHC facilities themselves, but would not affect the surrounding areas, which are already built out as residential neighborhoods. As previously described, the need to add employees would be limited because staff currently working at the SIM in Sacramento would transfer to the CIHC. Any new employment would likely be satisfied in the local West Sacramento and Sacramento region and demand for new housing would not be created. Therefore, the proposed project would not result in growth inducing impacts.

5.7.4 CUMULATIVE IMPACTS

This EIR provides an analysis of cumulative impacts of the proposed General Plan, as required in State CEQA Guidelines Section 15130. Cumulative impacts are defined in State CEQA Guidelines Section 15355 as "two or more individual effects which, when considered together, are considerable or which compound or increase other environmental impacts." A cumulative impact occurs from "the change in the environment, which results from the incremental impact of the project when added to other closely related past, present, and reasonably foreseeable probable future projects. Cumulative impacts can result from individually minor, but collectively significant, projects taking place over a period of time" (State CEQA Guidelines Section 15355[b]). By requiring an evaluation of cumulative impacts, CEQA attempts to ensure that large-scale environmental impacts will not be ignored.

Relevant land use plans and development proposals in the vicinity of the CIHC project site that contribute to cumulative impacts include The Rivers (Lighthouse Marina) project located on the north side of the CIHC site and the Washington Square Specific Plan (adopted 1996) to the south of the CIHC site. These projects would contribute to cumulative impacts related to transportation and noise in the project vicinity. In addition, the West Sacramento Levee Improvement Project and other flood protection system projects would contribute to cumulative impacts related to loss of habitat for special-status plant and animal species and fish.

The goals and guidelines in the General Plan and mitigation requirements contained in this EIR require management actions and measures be implemented that would preserve, protect, restore, or otherwise minimize adverse effects related to air quality, biological resources, cultural resources, light and glare, seismic hazards, water quality, flood risk, wildland fire, and temporary construction noise. With the implementation of these actions, the proposed project's contribution to cumulative impacts would be less-than-considerable and cumulative impacts associated with implementing the project would be less than significant.

5.8 ALTERNATIVES TO THE PROPOSED PLAN

The guiding principles for the analysis of alternatives in this EIR are provided by the State CEQA Guidelines Section 15126.6, which indicates that the alternatives analysis must: (1) describe a range of reasonable alternatives to the project that could feasibly attain most of the basic objectives of the project; (2) consider alternatives that could reduce or eliminate any significant environmental impacts of the proposed project, including alternatives that may be more costly or could otherwise impede the project's objectives; and (3) evaluate the comparative merits of the alternatives. The State CEQA Guidelines Section 15126.6(d) permits the evaluation of alternatives to be conducted in less detail than is done for the proposed project. A description of the project alternatives, including the No Project Alternative, is provided below to allow for a meaningful evaluation, analysis, and comparison of these alternatives with the Proposed Project Alternative, which is the General Plan as described in Chapter 4.

5.8.1 ALTERNATIVES

Alternative 1: East Riverfront Property

Description

The CIHC under this alternative would occupy the East Riverfront Property and the former JTS property. No additional properties would be acquired and the CIHC and all supporting facilities would be located on the these two properties (Exhibit 5-1). Marina Way would serve as the main entrance/exit for the CIHC. The Public Safety and Facility Operations building and adjacent parking would be located on the former JTS property next to Marina Way. All other CIHC facilities and the majority of parking for all phases of build-out would be located on the East Riverfront property. As a result, the area north of the main heritage center building, and along the levee road would be developed for parking, and would not be available for habitat restoration or outdoor elements associated with the CIHC such as the native games field. Management actions for resource protection and recreation and safety enhancement would be required similar to those required under the Preferred Plan. Other than Public Safety and Facilities Operations, this alternative would not place any additional services on the former JTS property, such as community meeting space and community and ancillary services buildings. The remainder of this property would be landscaped to provide open space along the levee. The artist in residence facility would be located on the north end of the property, on the only portion of the East Riverfront property located on the landside of the levee.

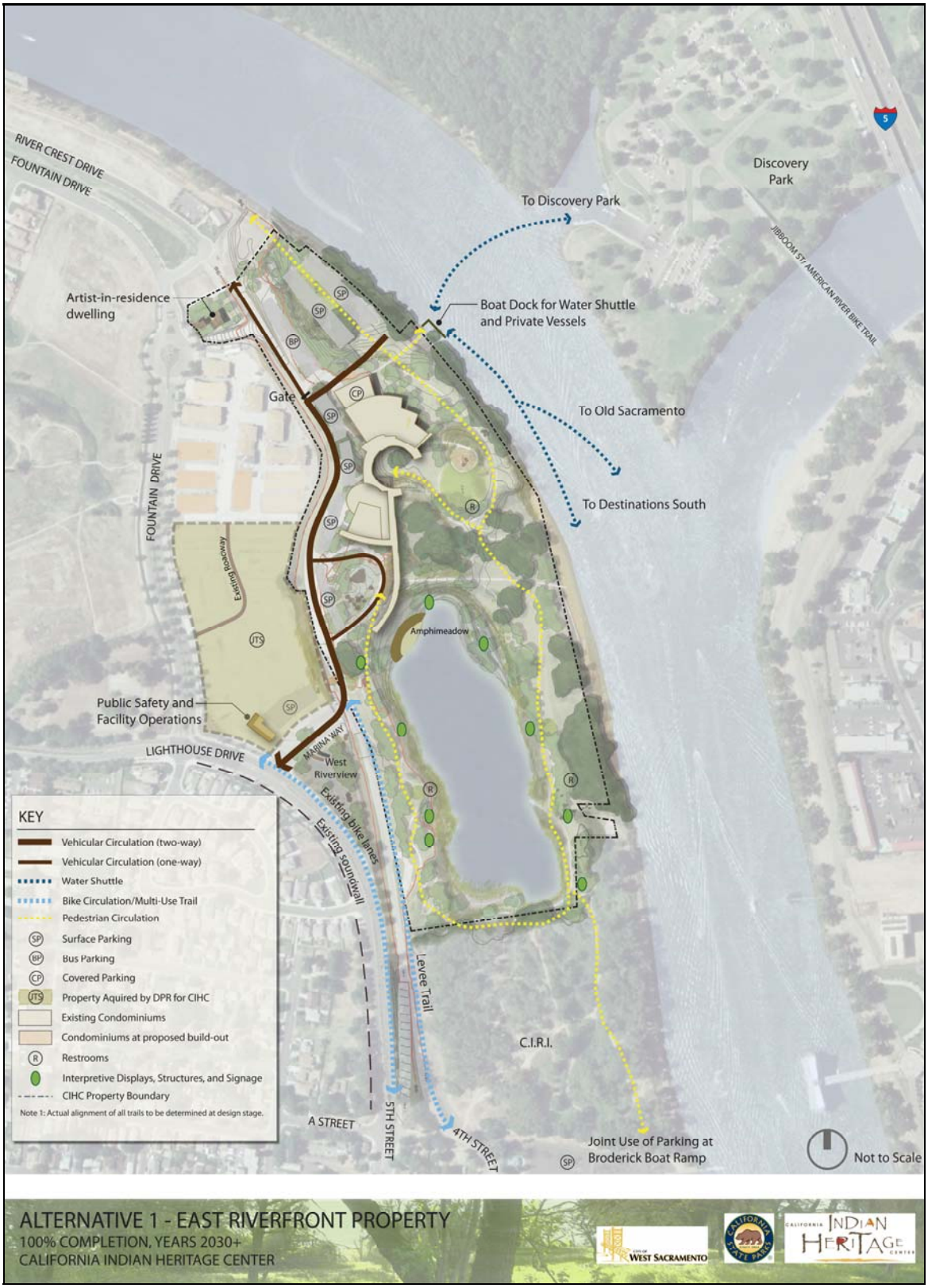
Evaluation

This alternative would result in potentially greater impacts to natural resources when compared with the Proposed Project Alternative, because it uses more space on the East Riverfront property for parking. Areas developed for parking would not be available for habitat restoration and enhancement. In addition, this alternative may result in greater impacts to the floodplain, as additional parking surfaces would be placed on the riverside of the levee. These would need to be quantified, and the potential impacts addressed during the permit application for the encroachment permit from the Central Valley Flood Protection Board. Potential impacts to all other resources are expected to be the same or very similar compared to the Proposed Project Alternative.

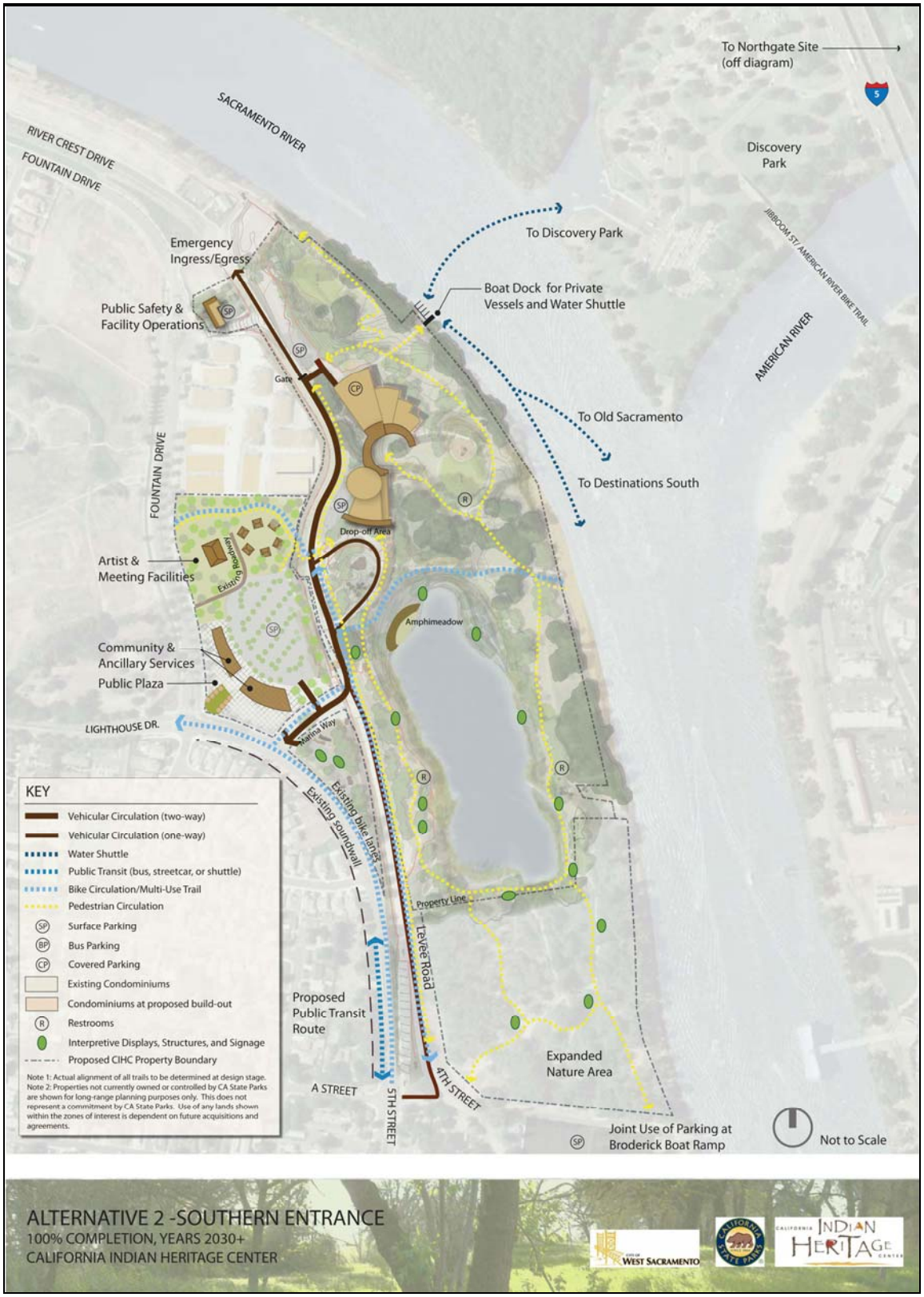
Alternative 2: Southern Entry

Description

Under this alternative, the additional properties would be acquired and added to the East Riverfront property over time. The CIHC and all supporting facilities would be located in the same locations as in the preferred plan (Exhibit 5-2). The main difference of this alternative is that during Phase 4 (full build-out) of the General Plan, the main entry to the CIHC would be moved from Marina Way to the southwest boundary of the CIRI property. Entry to the site would be developed in the vicinity of 5th and A Streets. A ramp would lead to the top of the levee road. Motorists would drive up this ramp and turn north along the levee road to reach



Alternative 1 – East Riverfront Property **Exhibit 5-1**



Alternative 2 – Southern Entrnace **Exhibit 5-2**

the main entrance/exit for the CIHC. All traffic would exit the CIHC by turning left onto Lighthouse Drive from Marina Way. Parking would be the same as for the Proposed Project Alternative. As a result, the area north of the heritage center, and along the levee road would be restored to natural habitat, similar to the preferred alternative.

Evaluation

This alternative would require the levee to be widened more than the minimum requirements set forth by the USACE to accommodate the road. It would require the removal of a limited number of trees in the vicinity of 5th and A to create a path for the ramp to the top of the levee. Additional fill material would need to be placed in the floodplain on the CIRI property to widen the levee. This would result in encroachment into the native riparian habitat dominating much of the CIRI property. This alternative would require State Parks to provide additional funding to pay for the needed levee widening beyond what is envisioned for the COWS WSLIP. It may also result in additional requirements for mitigation for biological resources and of additional fill material in the floodplain of the Sacramento River which would have implications for project permitting. Cars driving on top of the levee would introduce an additional source of light and glare. All other impacts would be similar under the southern entrance alternative to those described above for the Proposed Project Alternative.

Alternative 3: No Project

Description

The California Environmental Quality Act requires an evaluation of the "no project" alternative and its impact (CEQA Guidelines §15126.6[e][1]). The No Project Alternative represents perpetuation of existing ownership and management of all parcels, and its analysis is based on the physical conditions that are likely to occur in the future of the proposed General Plan is not approved and implemented. The purpose of describing and analyzing the No Project Alternative is to allow decision-makers to compare the impacts of approving the proposed General Plan with the expected impacts of not approving the General Plan. Without a General Plan for the CIHC, it is assumed that COWS would maintain ownership of the East Riverfront property and that West Riverview and CIRI would maintain ownership of their respective parcels or sell them to other third parties at some time in the future. The former JTS property would remain the property of DPR. The existing patterns of operation and management of the East Riverfront property by COWS would continue under this alternative and no major recreational or operational facilities would be developed on any of the parcels. There would be no visitation increases due to less recreational opportunities and visitation capacity under this alternative. The management actions that would protect, preserve, and restore natural and cultural resources beyond the requirements of laws and regulations would not occur under the No Project Alternative.

Evaluation

Under this alternative, State Parks would not develop the CIHC and meet its goals and mandates set forth in the Master Agreement with COWS (Appendix A) and Senate Bill 2063

(Appendix C). The parcels could be developed by other landowners consistent with their current land use designations. No increased traffic would result from actions undertaken by State Parks. Likewise, no new recreation, access and visitor and community services serving facilities would be provided. Sensitive biological resources may not be afforded additional protection and restoration except as required by laws and regulations. Compared to the Preferred Alternative, this alternative would result in less impact related to construction air quality, construction and traffic noise, and water supply if no new facilities would be constructed over the lifetime of the Proposed Project Alternative.

5.8.2 IDENTIFICATION OF THE ENVIRONMENTALLY SUPERIOR ALTERNATIVE

State CEQA Guidelines §15126(d)(2) state that if the environmentally superior alternative is the no project alternative, the EIR shall also identify an environmentally superior alternative from among the other alternatives. Alternatives considered in this Draft EIR include the Proposed Project Alternative (the proposed General Plan), the East Riverfront Property Alternative, the Southern Entrance Alternative, and the No Project Alternative.

Under three of the analyzed alternatives, the CIHC and supporting facilities would be developed on the East Riverfront property and under two of the alternatives supporting facilities would be developed on the former JTS property and adjacent sites to be acquired. Of those three alternatives, the limitations to facility improvements and expansions would be greatest under the East Riverfront Property Alternative, followed by the Southern Entrance Alternative, and the Proposed Project Alternative. Because the actual number of facilities developed or the amount of facility expansion under each of the alternatives that include the CIHC on the site are similar, the extent of environmental impacts related to construction, and operational activities is expected to be similar. However, the nature of potential environmental impacts are known and are described above under each of the environmental topics in this chapter, and the General Plan goals and guidelines would render all impacts to less-than-significant level for all but the No Project Alternative. Under the No Project Alternative, management goals and guidelines for preserving and restoring natural and cultural resources would not be implemented.

The Proposed Project Alternative is the environmentally superior alternative of the alternatives considered because it allows for the greatest extent of habitat restoration and enhancement. Of the three alternatives including development of the CIHC on site, the Proposed Project Alternative would provide for the best balance between development of visitor and community serving facilities and preservation of natural resources by allowing most flexibility for facility improvement and restoration. For example, if services at the CIHC cannot be adequately provided on the East Riverfront property in light of increasing visitation and usage in the future or if additional facilities must be developed to meet visitor demand and avoid overuse of existing facilities, the Proposed Project Alternative would allow a larger number of potential uses on the additional parcels than the East Riverfront Property Alternative. Thus the potential for accommodating the greatest amount of visitor use space and a balance of indoor and outdoor components of the CIHC is greatest with the proposed alternative. The No Project

Alternative is not considered the environmentally superior alternative, due to the uncertainty of ultimate development patterns.

6

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