Old Sacramento STATE HISTORIC PARK

General Plan and Environmental Impact Report

State Clearinghouse No. 2010092068

June 2014

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Environmental Impact Report

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June 2014

Resolution 1-2014
Adopted by the
CALIFORNIA STATE PARK AND RECREATION COMMISSION
at its tele/videoconference meeting conducted in
Sacramento, Los Angeles, and San Diego California
May 2, 2014

General Plan and Final Environmental Impact Report for Old Sacramento State Historic Park

WHEREAS, the Director of California State Parks has presented to this Commission for approval the proposed General Plan and Final Environmental Impact Report ("Plan") for Old Sacramento State Historic Park ("Park"); and

WHEREAS, the proposed Plan includes the Preferred Alternative identified in the December 2013 Plan with revisions to Chapter 4-The Plan, Chapter 5-Environmental Analysis and the Response to Comments section removing references to planned uses or facilities on Sacramento Regional Transit District rail right-of-way and clarifying that future refined studies for excursion rail line implementation will be needed prior to the implementation of any improvements identified in the Plan; and

WHEREAS, the Park is a unique historic park interpreting both the Gold Rush-era and the years of railroad expansion across the United States; and

WHEREAS, a portion of the Old Sacramento Historic Landmark District, the Park is located in an urban area surrounded by private business fronting onto the Sacramento River and including the California Railroad Museum and historic shop buildings within the nearby Railyards site; and

WHEREAS, opportunities exist to improve and enhance the interpretive elements of the Gold Rush-era while also expanding elements of the rail era excursion train visitor components and collections, and

WHEREAS, this general plan will guide the development and management of the Park for public use and resource protection for the next 20 or more years, by establishing goals and guidelines to assist in the daily and long-term management of the park to ensure that its resources are protected, while encouraging a variety of interpretive and recreation activities; and

WHEREAS, as stated in section 5.7.1 of the Final EIR, new train operations would expose some new sensitive receptors to train noise in the areas between Baths and the Sacramento Zoo and between the Pocket/Meadowview Station and Hood. These new and expanded train operations resulting from implementation of the General Plan would expose sensitive receptors to noise levels in excess of applicable (Lmax) standards from both train pass-bys and from horn blasts and a substantial increase in ambient noise levels (+3dBA) during train operating hours. Mitigation measures are available that would reduce program-level noise impacts from train pass-bys to some extent. However, mitigation to completely avoid noise levels from train pass-bys and from hornblasts associated with the expanded excursion train service or reduce them to less-than-significant would be infeasible. Therefore, these impacts would remain significant and unavoidable; and

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WHEREAS, the General Plan will have the following economic, social, and cultural benefits that render acceptable the potential significant and unavoidable effects related to excursion train noise:

- Preserves cultural resources consistent with the Old Sacramento National Historic Landmark District,
- Improves overall park operations and visitor services and relationships with key planning partners,
- Improves public access to the Sacramento River and Riverfront Zone through enhancements to and bicycle access through Riverfront Park,
- Improves interpretive opportunities in the Gold Rush and Commerce Zone with reconstructions and active interpretation of the 1849 Scene,
- Improves facilities in the Railroad History Zone by enhancements to the passenger and freight depots, access to restored trains and showcasing railroad history,
- Adds new visitor experiences in the Railroad Technology and Shops Zone by improving the Railroad Technology Museum, enhancing interpretation of railroad and rail-related technologies,
- Expands opportunities in the Excursion Railroad Zone through an extension of the existing excursion line to the Sacramento Zoo with stops at other local museums and establishing a new excursion line from the Pocket/Meadowview area to the Delta agricultural town of Hood and;

WHEREAS, a statement of overriding considerations was made by the Director when he made the finding that a commitment to carefully consider measures to reduce noise of excursion trains to adjacent neighborhoods during future planning efforts, outweighs the potential adverse environmental effects of noise and incompatible land use required as a part of the approval of the Project; and

WHEREAS, the Plan is subject to the California Environmental Quality Act (CEQA) and includes the Environmental Impact Report (EIR) as a part of a General Plan, pursuant to Public Resources Code (PRC) Section 5002.2 and the California Code of Regulations (CCR) Section 15166 (CEQA Guidelines), providing discussion of the probable impacts of future development, establishing goals, policies and objectives, and addressing all the requirements of an EIR; and

WHEREAS, the Plan and EIR function as a “tiered EIR” pursuant to PRC 21093, covering general goals and objectives of the Plan, and that the appropriate level of CEQA review will be conducted for each project relying on the Plan;

NOW, THEREFORE BE IT RESOLVED: That this Commission has reviewed and considered the information and analysis in the Plan prior to approving the Plan, and this Commission finds and certifies that the Plan reflects the independent judgment and analysis of this Commission and has been completed in accordance with the California Environmental Quality Act; and be it

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RESOLVED: In connection with its review of the Plan prior to approving the General Plan, this Commission independently finds that the environmental conclusions contained in the Environmental Analysis Section of the Plan are supported by facts therein and that each fact in support of the findings is true and is based on substantial evidence in the record and that mitigation measures or other changes or alterations have been incorporated into the Plan which will avoid or substantially lessen the potential impacts identified in the Plan; and be it

RESOLVED: That all feasible mitigation measures have been incorporated into the Plan to substantially reduce significant effects on the environment, as described in the Findings and implemented through the Mitigation Monitoring and Reporting Program, which have both been adopted by the Director of State Parks at the time of Project approval, and be it

RESOLVED: That the legal, social, economic, technological and other benefits of the Plan described herein outweigh the unavoidable short-term environmental risks, as described in the Statement of Overriding Considerations adopted by the Director of State Parks at the time of Project approval, and so the unavoidable significant environmental impacts are overridden by these factors and are, therefore, acceptable; and be it

RESOLVED: The location and custodian of the Plan and other materials which constitute the record of proceedings on which the Commission's decision is based is: State Park and Recreation Commission, P.O. Box 942896, Sacramento, California 94296-0001, Phone 916/653-0524, Facsimile 916/653-4458; and be it

RESOLVED: The California State Park and Recreation Commission hereby approves the Department of Parks and Recreation's General Plan with revisions noted within Chapter 4- The Plan, Chapter 5- Environmental Analysis and the Response to Comments section, and certifies the Environmental Impact Report prepared for Old Sacramento State Historic Park, dated December 2013; and be it

FURTHER RESOLVED: That a Notice of Determination will be filed with the Office of Planning and Research within five days of this approval.

Attest: This Resolution was duly adopted by the California State Park and Recreation Commission on May 2, 2014 at the Commission's duly-noticed public meeting at Sacramento, California.

By: *ORIGINAL SIGNED BY* Date: *5-2-14*

Louis Nastro
Assistant to the Commission
For Major General Anthony L. Jackson, USMC (Ret), Director
Secretary to the Commission

TABLE OF CONTENTS

TABLE OF CONTENTS

CHAPTERS PAGE

Executive Summary ES-1
ES.1 Park Description and Significance ES-1
ES.2 Purpose of the General Plan and EIR ES-3
ES.3 Park Vision ES-3
ES.4 Key Issues and Opportunities ES-5
ES.5 Summary of the General Plan ES-6
ES.6 Plan Implementation Issues ES-10
ES.7 Summary of the Environmental Analysis ES-11

Chapter 1: Introduction 1-1
1.1 Location and Regional Context 1-1
1.2 Site Characteristics 1-7
1.3 Purpose of Site Acquisition 1-8
1.4 Sense of Place 1-9
1.5 Purpose of the General Plan 1-9
1.5.1 Combined General Plan/EIR Tiered CEQA Analysis 1-10
1.5.2 Purpose of the EIR 1-11
1.6 Organization of the General Plan 1-11
1.6.1 Executive Summary 1-11
1.6.2 Introduction 1-12
1.6.3 Existing Conditions 1-12
1.6.4 Issues and Analysis 1-12
1.6.5 The Plan 1-12
1.6.6 Environmental Analysis 1-12
1.6.7 References 1-13
1.6.8 Report Contributors 1-13
1.6.9 Appendices 1-13
1.7 Subsequent Planning 1-13
1.8 Planning Process 1-14
1.8.1 Planning Hierarchy 1-14
1.8.2 Interagency and Stakeholder Involvement 1-14
1.8.3 Public Involvement 1-17

Chapter 2: Existing Conditions 2-1
2.1 Regional Land Uses and Facilities 2-1
2.1.1 Regional Land Uses 2-1
2.1.2 Recreational Resources 2-3
2.2 Park Land Uses and Facilities 2-11
2.2.1 Parkwide Land Uses 2-11
2.2.2 Visitor Uses and Recreation Resources 2-13
2.3 Significant Resource Values 2-23
2.3.1 Physical Resources 2-23
2.3.2 Natural Resources 2-29
2.3.3 Cultural and Historical Resources 2-41
2.3.4 Aesthetic Resources 2-58
2.4 Operations and Maintenance Services 2-63
2.4.1 Facilities Management 2-63
2.4.2 Public Safety 2-67
2.4.3 Concessions 2-67
2.4.4 Accessibility 2-68
2.5 Interpretation and Education 2-68
2.5.1 Existing Interpretation and Education 2-68
2.5.2 Interpretation Issues, Opportunities, and Constraints 2-88
2.6 Park Support and Partnerships 2-90
2.6.1 Volunteers 2-91
2.6.2 Cooperating Associations and Supporting Groups 2-91
2.7 Planning Influences 2-92
2.7.1 Systemwide Planning 2-92
2.7.2 Regional Planning 2-96
2.7.3 Regulatory Influences 2-103
2.7.4 Demographics, Trends, and Projections 2-107
2.7.5 Public Concerns, Interests, and Opportunities 2-109

Chapter 3: Issues and Analysis 3-1
3.1 Planning Assumptions 3-1
3.2 Parkwide Issues 3-2
3.2.1 Visitor Experience and Facilities 3-2
3.2.2 Natural Resource Management 3-7
3.2.3 Cultural Resources Management 3-9
3.2.4 Interpretation and Education 3-10

3.2.5 Park Operations 3-13
3.2.6 Circulation, Access, and Parking 3-17

Chapter 4: The Plan 4-1
4.1 Purpose and Vision 4-1
4.2 State Park Unit Classification 4-3
4.3 General Plan Management Zones 4-4
4.3.1 Visitor Gateways and Signage 4-4
4.3.2 Summary of Management Zones and Facilities 4-7
4.4 Goals and Guidelines 4-23
4.4.1 Visitor Experience and Facilities 4-23
4.4.2 Natural Resource Management 4-31
4.4.3 Cultural Resource Management 4-35
4.4.4 Interpretation and Education 4-39
4.4.5 Park Operations 4-50
4.4.6 Circulation, Access, and Parking 4-57
4.5 Carrying Capacity 4-61
4.5.1 Visitor Capacity 4-61

Chapter 5: Environmental Analysis 5-1
5.1 Introduction 5-1
5.1.1 Purpose of the Environmental Impact Report 5-1
5.1.2 Focus of the Environmental Impact Report 5-1
5.1.3 Subsequent Environmental Review Process 5-1
5.1.4 Contents of the Environmental Impact Report 5-1
5.2 Summary of the Environmental Impact Report 5-2
5.2.1 Summary of Impacts and Mitigation Measures 5-2
5.2.2 Summary of Alternatives Considered 5-3
5.3 Project Description 5-4
5.3.1 Overview 5-4
5.3.2 Proposed Land Use and Facilities 5-5
5.4 Environmental Setting 5-10
5.5 Environmental Effects Eliminated from Further Analysis 5-11
5.5.1 Agricultural and Forestry Resources 5-11
5.5.2 Mineral Resources 5-11
5.5.3 Paleontological Resources 5-11
5.5.4 Population and Housing 5-11

5.5.5 Recreation 5-11
5.6 Environmental Impacts and Mitigation Measures 5-12
5.6.1 Aesthetic Resources 5-12
5.6.2 Air Quality 5-15
5.6.3 Biological Resources 5-26
5.6.4 Cultural Resources 5-32
5.6.5 Geology, Soils, And Seismicity 5-38
5.6.6 Hazards and Hazardous Materials 5-41
5.6.7 Hydrology and Water Quality 5-54
5.6.8 Land Use and Planning 5-56
5.6.9 Noise 5-59
5.6.10 Public Services 5-68
5.6.11 Transportation and Traffic (TRAN) 5-69
5.6.12 Utilities and Service Systems 5-80
5.7 Other CEQA Considerations 5-81
5.7.1 Unavoidable Significant Environmental Effects 5-81
5.7.2 Significant Irreversible Environmental Changes 5-81
5.7.3 Growth-Inducing Impacts 5-82
5.7.4 Cumulative Impacts 5-82
5.8 Alternatives to the Proposed Plan 5-88
5.8.1 Alternatives 5-88

Chapter 6: References 6-1
6.1 Chapter 1: Introduction 6-1
6.2 Chapter 2: Existing Conditions 6-1
6.3 Chapter 3: Issues and Analysis 6-6
6.4 Chapter 4: The Plan 6-6
6.5 Chapter 5: Environmental Analysis 6-6

Chapter 7: Contributors 7-1

Appendices

A Transportation Study
B Proposed Bikeway Alternative Concepts
C Public Workshops Summary and Initial Site Concepts
D Supplemental Cultural and Historical Resources Background Information
E 2010 Visitor Survey for the California State Railroad Museum
F Train Emission Calculations
G Noise Prediction Model

Exhibits

1-1 Old Sacramento State Historic Park Planning Area 1-3
1-2 Planning Context in Old Sacramento and the Sacramento Railyards..... 1-5
2-1 Regional Area Map..... 2-2
2-2 Local Parks, Museums, and Attractions near Old Sacramento State Historic Park..... 2-9
2-3 Peak-Hour Traffic Volumes and Lane Configurations..... 2-19
2-4 Soil Types in OSSHP Planning Area 2-28
4-1. General Plan Management Zones 4-5
4-2. Conceptual Master Plan..... 4-6
4-3 Schematic Design for RTM 4-20
4-4 Proposed Excursion Train Routes 4-21
5-1 Dispersion Modeling Results 5-24
5-2 Sacramento Executive Airport Safety Zones..... 5-47

Tables

1-1 Public Outreach Meetings/Activities 1-17
2-1 Visitation to Old Sacramento State Historic Park 2-14
2-2 Access Points to Old Sacramento State Historic Park..... 2-16
2-3 Intersection Levels of Service 2-18
2-4 Old Sacramento State Historic Park Visitor Destinations and Activities 2-22
2-5 Special-Status Plant Species with Potential to Occur in the Planning Area 2-32
2-6 Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area 2-36
2-7 Historic Resources in Old Sacramento State Historic Park 2-47
2-8 Reconstructed Historic-Era Buildings and Structures in Old Sacramento State Historic Park 2-51
2-9 Existing Collections on Display in Old Sacramento State Historic Park 2-56
2-10 Old Sacramento State Historic Park's Facility Management Issues/Conditions, Opportunities, and Impacts of Proposed Improvements 2-64
2-11 Old Sacramento State Historic Park Interpretation and Education Facilities and Uses 2-71
2-12 Old Sacramento State Historic Park Tours/Interpretive Programs 2-81
2-13 2001 and 2010 Visitor Surveys for the California State Railroad Museum 2-82
2-14 Adjacent Planned Developments..... 2-102
5-1 Project Related Air Pollutant Emissions..... 5-22
5-2 Summary of Modeled Maximum Health Risk Impacts by Individual Receptor 5-25
5-3 Noise Measurement Results..... 5-65
5-4 Access Points to Old Sacramento 5-73
5-5 Off-Ramp Queuing – Existing Plus Project Conditions..... 5-79
5-6 Off-Ramp Queuing – Cumulative Plus Project Conditions..... 5-79

ACRONYMS AND ABBREVIATIONS

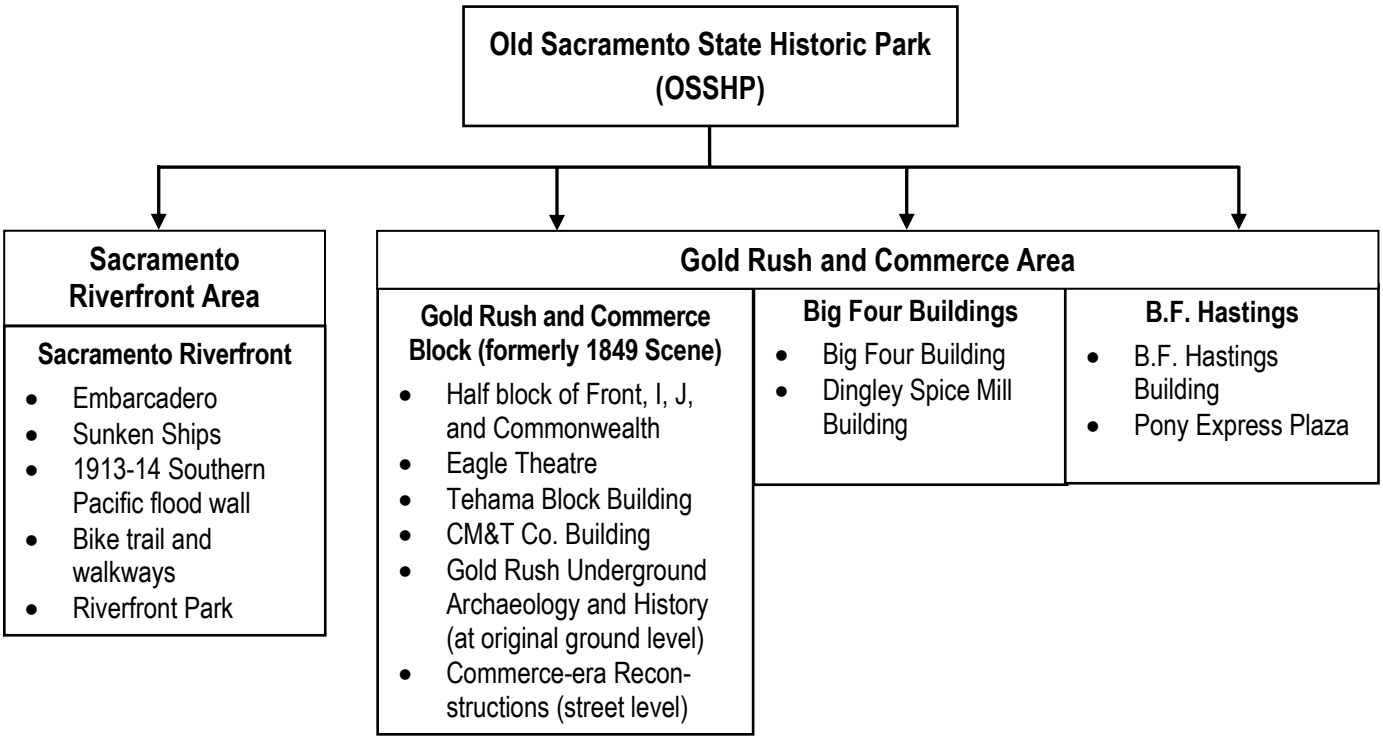
°F	degree Fahrenheit
AAQS	ambient air quality standard
AB	Assembly Bill
Accessibility Guidelines	*California State Accessibility Guidelines*
ADA	Americans with Disabilities Act
ARB	California Air Resources Board
BMP	Best Management Practices
CAA	Federal Clean Air Act
CAAA	California Federal Clean Air Act Amendments
CAL FIRE	California Department of Forestry and Fire Protection
CALGREEN	California Green Building Standards Code
Caltrans	California Department of Transportation
CAMP	Computerized Asset Management Program
Capital District	Capital District State Museums and Historic Parks
CBSC	California Building Standards Code
CCAA	California Clean Air Act
CCR	California Code of Regulations
Central Shops	Central Shops Historic District
CFR	Code of Federal Regulations
CEQA	California Environmental Quality Act
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CESA	California Endangered Species Act
CH_4	methane
CHBC	California Historical Building Code
City	City of Sacramento
CLUP	Comprehensive Land Use Plan
CM&T Co.	Connecticut Mining & Trading Company
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
CPAD	California Protected Areas Database
CPRR	Central Pacific Railroad
CRHR	California Register of Historic Resources
CSLC	California State Lands Commission

CSRM	California State Railroad Museum
CSRMF	California State Railroad Museum Foundation
CVFPB	Central Valley Flood Protection Board
CVRWQCB	Central Valley Regional Water Quality Control Board
CWA	Federal Clean Water Act
dBA	A-weighted decibels
DBW	California Department of Boating and Waterways
Delta	Sacramento–San Joaquin River Delta
DFG	California Department of Fish and Game
Dingley Spice Mill	Dingley Steam Coffee and Spice Mill
DTSC	California Department of Toxic Substance Control
DWR	California Department of Water Resources
EIR	Environmental Impact Report
EOA	Environmental Oversight Agreement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
ESA	Environmental Site Assessment
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
Freight Depot	Central Pacific Railroad Freight Depot
FTA	Federal Transit Administration
General Plan (or General Plan and EIR)	*Old Sacramento State Historic Park General Plan and EIR*
GHG	greenhouse gas
GPS	global positioning system
GWET	groundwater extraction and treatment
HI	hazard index
HOSF	Historic Old Sacramento Foundation
HPMP/HPTP	Historic Properties Management Plan/Historic Properties Treatment Plan
HSC	California Health and Safety Code
HVAC	heating, ventilation, and air conditioning
I-5	Interstate 5
I-80	Interstate 80
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
MCFI	Museum collections facility index

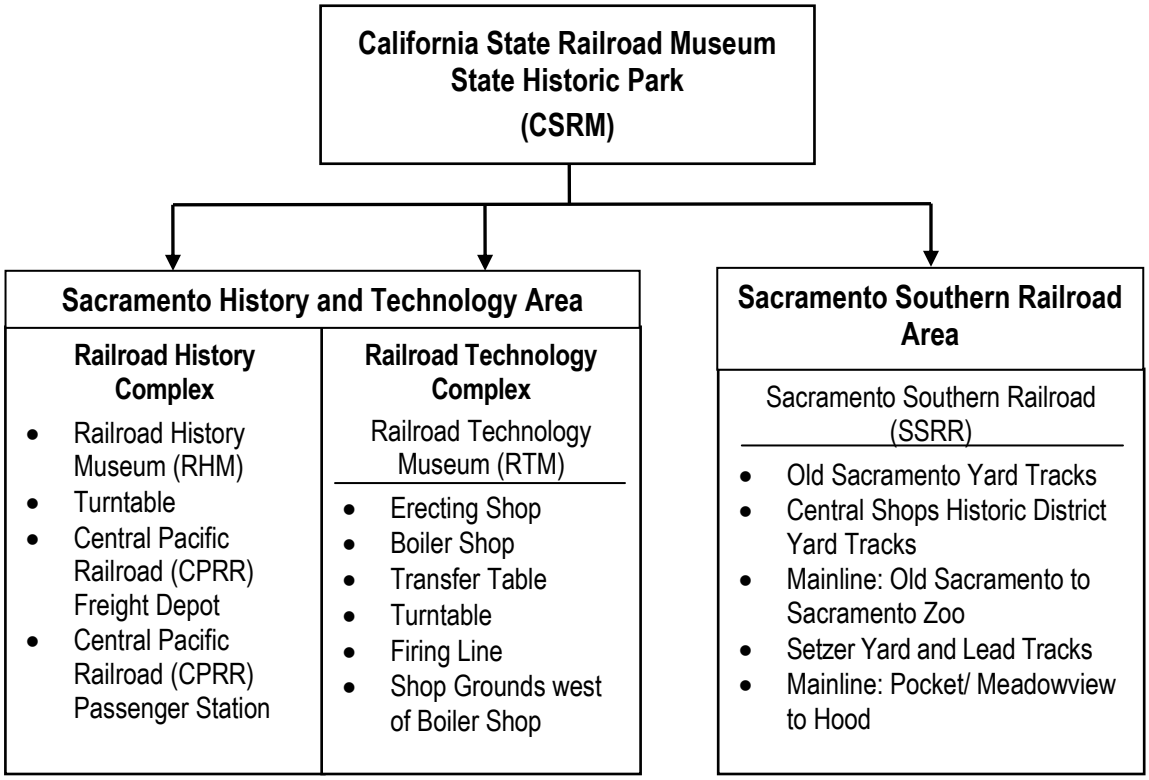
MEIC	maximum exposed individual child
MEIR	maximum exposed individual receptor
MEIW	maximum exposed individual worker
MGP	manufactured gas plant
MOU	memorandum of understanding
MP	mile post
Mph	miles per hour
MT	metric tons
NAAQS	national ambient air quality standards
NHL	National Historic Landmark
NHM	National Historic Monument
NMFS	National Marine Fisheries Service
NHPA	National Historic Preservation Act
NO_2	nitrogen dioxide
NOP	Notice of Preparation
NO_X	oxides of nitrogen
NPDES	National Pollutant Discharge Elimination System Permit
NRHP	National Register of Historic Places
O&M	operations and maintenance
OEHHA	Office of Environmental Health Hazard Assessment
OSSHP	Old Sacramento State Historic Park
PAH	polycyclic aromatic hydrocarbons
Passenger Station	Central Pacific Railroad Passenger Station
PG&E	Pacific Gas and Electric Company
PM_{10}	respirable particulate matter
$PM_{2.5}$	fine particulate matter
PPV	peak particle velocity
PRC	California Public Resource Code
Railyards	Sacramento railyards site
RCRA	Resource Conservation and Recovery Act
RHM	Railroad History Museum
Riverfront Master Plan	*Sacramento Riverfront Master Plan*
ROG	reactive organic gases
RT	Sacramento Regional Transit
RTM	Railroad Technology Museum
SAA	Streambed Alteration Agreement
SACOG	Sacramento Area Council of Governments
SARA	Superfund Amendments and Reauthorization Act
SSRR	Sacramento Southern Railroad
SAFCA	Sacramento Area Flood Control Agency

SB	Senate Bill
SHP	State Historic Park
SHPO	State Historic Preservation Officer
SHRA	Sacramento Housing and Redevelopment Agency
SIM	State Indian Museum
SIP	State Implementation Plan
SMAQMD	Sacramento Air Quality Management District
SO_2	sulfur dioxide
SP	Southern Pacific
sp. or spp.	Species (singular or plural, respectively)
SPRR	Southern Pacific Railroad
SR 99	State Route 99
SRA	State Recreation Area
SSRR	Sacramento Southern Railroad
State Parks	California State Parks
Stone Lakes	Stone Lake National Wildlife Refuge
S.T.E.M.	Science, Technology, Engineering, and Mathematics
SVAB	Sacramento Valley Air Basin
SWPPP	Stormwater Pollution Prevention Plan
TAC	toxic air contaminants
UPRR	Union Pacific Railroad
U.S. 50	U.S. Highway 50
USACE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
Var.	variety
VdB	vibration decibels
VMT	vehicle miles traveled
WSAFCA	West Sacramento Area Flood Control Agency
WUS	Waters of the United States
yr	year
Zone X	FEMA-defined flood zone

Facilities Reference Guide for Old Sacramento State Historic Park



Facilities Reference Guide for the California State Railroad Museum



EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

ES.1 PARK DESCRIPTION AND SIGNIFICANCE

PARK DESCRIPTION

Old Sacramento State Historic Park (OSSHP) is a contiguous part of the Old Sacramento Historic District (Old Sacramento) and came into existence in concert with the redevelopment of Old Sacramento, formalized in the *Old Sacramento General Development Plan* (State Parks 1970). This *Old Sacramento State Historic Park General Plan and EIR* (General Plan or General Plan and EIR) evaluates properties owned or used by California State Parks in Old Sacramento, the Central Shops Historic District (Central Shops) at the Downtown Sacramento Railyards (Railyards) site, and more than 12-miles of railroad right-of-way on the heritage Sacramento Southern Railroad (SSRR) Walnut Grove Branch line.

Classified as a State Historic Park, OSSHP encompasses an area of approximately 14 acres within Old Sacramento, defined by the Sacramento River on the west, I Street Bridge on the north, Commonwealth Alley and 2nd Street on the east, and J Street on the south. OSSHP includes a historic half-block site on Front Street, between I Street and J Street, known as the 1849 Scene; buildings that are primary contributors to the National Historic Landmark (NHL) District status of Old Sacramento or noteworthy recreated or restored structures associated with the city's Gold Rush and commerce history; facilities operated by the California State Railroad Museum (CSRM); and/or points of interest; namely:

- the Eagle Theatre, Tehama Block Building, and Connecticut Mining & Trading (CM&T) Company Building, recreated Gold Rush-era buildings on the 1849 Scene;
- the Big Four Complex – the reconstructed Big Four Building and historic Dingley Steam Coffee and Spice Mill (Dingley Spice Mill)–located on the north side of I Street, significant for housing the Huntington, Hopkins & Company Hardware Store, Stanford Hall, and Central Pacific Railroad (CPRR) headquarters;
- the B. F. Hastings Building, at the southwest corner of 2nd Street and J Street, historic location of its namesake Hastings and Company bank, and later, the Wells Fargo and Company bank, the California Supreme Court, western terminal of the Pony Express, and the Alta Telegraph Company;
- the Pony Express plaza at the northeast corner of 2nd Street and J Street ;
- a riverfront area, located between the I Street Bridge and J Street, that includes Riverfront Park, an embarcadero area, sunken ships, a flood wall, and the Sacramento River Bike Trail;
- facilities operated by the CSRM, including the:
    - Railroad History Museum (RHM), at the corner of 2nd and I Streets;

- reconstructed CPRR Freight Depot, CPRR Passenger Station, and turntable, on the west side of Front Street; and
- Sacramento Southern Railroad (SSRR) right-of-way area, currently providing round trip excursion train service from Old Sacramento to Baths.

In addition, the General Plan considers opportunities to expand the visitor facilities and experience of OSSHP, through:

- extension of the current excursion train service on the segment of the 12 plus mile SSRR right-of-way area, which is mostly State Park-owned and includes permanent easements granted by the City and others, between Old Sacramento and the Sacramento Zoo; and the potential for an addition of a second excursion train line within State Park-owned right-of-way from the Pocket-Meadowview area to Hood, on the historic Walnut Grove branch line; and
- the development of a Railroad Technology Museum (RTM) on facilities and grounds occupied by the historic Erecting Shop, Boiler Shop, transfer table, firing line, and the turntable at the Railyards.

PARK CLASSIFICATION

OSSHP will remain a State Historic Park, with opportunities to interpret the significant resources within the park, including Gold Rush-era structures; the river and surrounding habitat and embarcadero; railroad facilities and artifacts; as well as, the story of the City's development and contributions to California's and the nation's history.

PARK SIGNIFICANCE AND PURPOSE

OSSHP was established with the mission to preserve, restore, reconstruct, and interpret the early history of the City of Sacramento (City) and to make available to the public a representative example of the town environment that existed from the 1840s to the 1870s, emphasizing social and cultural development, state government, architecture, commerce, transportation, communication, historic sites, historic events, and period life styles. A commemorative plaque at Pony Express Plaza includes the following inscription that summarizes the historic significance of the Old Sacramento area, where present-day Sacramento had its roots:

> FOUNDED IN DECEMBER 1848 BY JOHN A. SUTTER, JR., SACRAMENTO WAS AN OUTGROWTH OF SUTTER'S FORT ESTABLISHED BY HIS FATHER, CAPTAIN JOHN A. SUTTER, IN 1839. STATE CAPITAL SINCE 1854, IT WAS A MAJOR DISTRIBUTION POINT DURING THE GOLD RUSH, A COMMERCIAL AND AGRICULTURAL CENTER, AND TERMINUS FOR WAGON TRAIN, STAGECOACH, RIVERBOAT, TELEGRAPH, PONY EXPRESS, AND THE FIRST TRANSCONTINENTAL RAILROAD.

The Statement of Purpose for OSSHP describes the park's broad mission and significance, its key resources and values, and a framework for future management and planning:

> *The purpose of Old Sacramento State Historic Park is to collect, preserve, study, restore, reconstruct, exhibit, and interpret, for the education, recreation, and entertainment of the broadest possible audience, the story of the City of Sacramento: its Gold Rush roots; the development of commerce, communication, and transportation systems; the history and technology of railroads and railroading in California, the West, and the nation from their early beginnings through contemporary and future transportation systems; and the impacts of these activities on cultural and natural resources in the development of the city, region, state, and nation.*

ES.2 PURPOSE OF THE GENERAL PLAN AND ENVIRONMENTAL IMPACT REPORT

This General Plan and Environmental Impact Report (EIR) provides a comprehensive framework to guide the development, ongoing management, and public use of OSSHP for the next 20 years or more. It offers a consistent vision for the future of OSSHP to support the interpretive and recreational opportunities available in the park, but also allows flexibility to accommodate change in the General Plan's proposed program and approaches to address potential future management or other changes over time.

This document also serves as a Program EIR, as defined in the California Environmental Quality Act (CEQA) Guidelines, Section 15166, and 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 the State CEQA Guidelines, Section 15168, and discloses any significant and potentially significant impacts that may result from the implementation of the General Plan.

ES.3 PARK VISION

Consistent with the purpose for OSSHP, the park vision describes the desired future outcome, role, and significance of OSSHP. A key message heard from the public during the planning process for the General Plan is the importance of bringing the history and events in Sacramento to life for visitors, connecting them to the history and experiences of the city while relating to the needs and experiences of present day and future generations. OSSHP offers visitors a unique experience, focusing on broad themes that allow visitors to draw meaning from their own personal interpretation.

OSSHP is envisioned as a park that brings the rich and important memory of Sacramento's past to life, depicting the architecture, historic landscape, scenes, people, and events of Sacramento, the state, and the nation as "layers of history." OSSHP communicates the major influences of the City's history and interprets the contributions of the Old Sacramento area by representing:

- the importance and role of the confluence of the Sacramento and American Rivers on the town location and settlement of Sacramento, named after the Sacramento River in 1849;
- the growth of an 1850s Gold Rush city and bustling commercial center serving an influx and diverse mix of miners and prospectors, many of whom would settle the region and bring with them their cultural traditions and values;
- the center of busy transportation networks supplying goods and agricultural commodities and connecting the northern California Gold Rush camps, as well as mines and settlements in southern Oregon, Nevada, Idaho, and the intermountain West to San Francisco and the outside world;
- Sacramento's early determination and will to survive by rerouting the American River, reinforcing the levees, and by raising the central city streets and buildings in the 1860s and 1870s to survive and address the threat of floods;
- the beginnings of a thriving shipping and distribution center supporting and serving a productive agricultural region;
- Sacramento's significance and achievements in communication and transportation development, serving as the main terminus for Sacramento River shipping, the Sacramento Valley Railroad, the western terminus of the Pony Express; the first transcontinental telegraph and the first Transcontinental Railroad; and the location of stations for the Central Overland mail and other early stage lines;
- the development of civil law and the establishment of the California Supreme Court's chambers in Sacramento; and
- Sacramento's evolution as a City and the state's political center of government.

Thus, establishing itself as a meaningful and inspiring place to be remembered, valued, and visited often by generations to come.

The railroad components of OSSHP bring to life the dynamic history and technology of railroads and tell the story of their role in connecting California to the rest of the nation and North America, interpreting the:

- impacts–particularly socially, economically, and politically–of railroads in California, the West, the U.S., and the World;
- influence of railroads on local, regional, and national commerce and society;
- development, planning, and construction of the nation's first transcontinental railroad from Old Sacramento;
- history of the Central Pacific and Southern Pacific Railroad Sacramento Shops;
- development and improvement of the rail industry's technologies and the significance of the Central Pacific, Southern Pacific, Union Pacific, Santa Fe, Western Pacific, and other California railroads in that development;

- basic principles of power and energy and the development and refinement of locomotive technology;
- innovations in engineering and organization that have changed and improved railroad work practices, efficiency, and safety;
- workings of a railroad shop and the processes involved in restoring and maintaining locomotives and cars;
- present and future of rail transportation; and
- the experience of travel by train.

Facilities, artifacts, and features on display in OSSHP capture the character and accomplishments of the City's 19th century population: from gold seekers, settlers, lawyers, politicians, and merchants to communication, engineering, and transportation visionaries. The park offers visitors a place to experience, understand, and discover the rich history, resources, and artifacts of the area and the stories of the people, changes, and events that have contributed to the growth and development of the city, the region, California, and the nation. Exhibits, programs, and interpretive media represent the themes of the park and help visitors draw relevant meaning and personal connections between history and their own experiences and lives. Thus, establishing OSSHP as a meaningful and inspiring place to be remembered, valued, and visited often by generations to come.

ES.4 KEY ISSUES AND OPPORTUNITIES

OSSHP has never had an approved General Plan. The development philosophy for OSSHP, guided by the *Draft General Development Plan* and *Interpretive Prospectus* in the 1970s, was to recreate the physical appearance of the structures, streets, and open space present during the city's Gold Rush heyday. However, conveying the essence of Old Sacramento in the Gold Rush-era is challenged and compromised by the fact that the 1849 scene has literally been modified and the city's relationship to the river is quite different from what it was in 1849. Regular floods that plagued the city in the past are responsible for the appearance of the city today. Streets and buildings now sit one story higher than they did in the past; thus, changing Sacramento's connection to the river and its historic landscape.

Recent opportunities and public and financial support to OSSHP, since the 1970s, focus on the establishment and expansion of the CSRM and the development of railroad facilities. Plans to develop a new RTM and the expansion of the SSRR excursion train experience will further expand the railroad theme that seems, at present, to overshadow the development of the Gold Rush experience and other potential interpretation opportunities in OSSHP. The Sacramento River, another important physical feature and influence on the development of the city, is also an interpretive priority needing greater emphasis in OSSHP.

Development of the General Plan provides an opportunity to shape a new vision for OSSHP and resolve a number of questions and issues, stemming from the interpretive potential and

identity of the area. It will offer opportunities to refine and define the themes and facilities that should be provided to enhance the experience of the park and provide opportunities for visitors and patrons to connect to other local resources in the community.

The General Plan addresses the needs and opportunities to improve the visitor experience in OSSHP by strengthening interpretive programs and events and adding new facilities or improving existing facilities to make the experience at OSSHP interactive ("visual, audible, and memorable"). A horse-drawn streetcar demonstration line, outdoor displays of historic trains and boats, a Gold Rush experience, uncovering of the archaeology beneath the 1849 Scene, the addition of docks and trail connections on the river, and the expansion of railroad facilities are examples of the kinds of uses and programs proposed during early stakeholder and public input.

The General Plan describes the need to bring park and visitor facilities and infrastructure to current code standards and, to the extent possible, provide modern visitor conveniences, while balancing preservation of the park's historic character and meeting the challenge of serving peak demands during special events. General interest was expressed for providing a variety of activities and uses, ranging from more historic interpretive facilities, to park concessions, to recreational opportunities on the river or on the excursion train. The General Plan also encourages coordination of gateways; directional and interpretive signage improvements; enhancing visitor amenities and programming; and circulation improvements to connect the experience of OSSHP and Old Sacramento to other local area parks, museums, cultural destinations, and attractions in Sacramento.

The General Plan emphasizes the importance of partnerships to the operation of the park. Engaging existing project partners and attracting additional volunteers and increased private financial support will be key components to implementing the General Plan and to the successful development and operation of new park facilities and programs that will provide a restored focus on the interpretation of Gold Rush content, development, activities, and experiences. Similarly, State Parks must work in coordination with stakeholders in Old Sacramento and the Central Shops District to help create a cohesive overall vision for each of these areas that balances historic and business goals and interests with visitor needs.

ES.5 SUMMARY OF THE GENERAL PLAN

The General Plan establishes the long-range purpose and vision for OSSHP. Management zones are defined in the plan to clarify the interpretive purpose and character, desired visitor experience, and operation and management needs of distinct resources or features in OSSHP. Five management zones are identified for OSSHP: the Riverfront Zone, Gold Rush and Commerce Zone, Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone. Goals and guidelines in the General Plan describe how the purpose, vision, and management intent for the overall park and specific management zones are to be achieved. Goals and guidelines recognize existing issues and provide a foundation for proposed facility changes, improved visitor experiences, better interpretation, resource protection, management excellence, and a framework for evolving future development and management plans.

MANAGEMENT ZONES FOR OSSHP

RIVERFRONT ZONE

The Riverfront Zone, located between the I Street Bridge to the north and J Street to the south, represents one of the earliest sites in the city and acknowledges the important relationship of the Sacramento River to the development of Sacramento. The Riverfront Zone will explore the city's historic relationship with the river through interpretation of floods and droughts and the function of the river as a major transportation and commerce route. Interpretive features in this area include the river shoreline, Riverfront Park, an embarcadero/promenade, and sunken historic ships. Proposed uses for the Riverfront Zone include docks and open space that provide multi-purpose event, interpretation, and recreation space, with access to and views of the Sacramento River.

Proposed improvements include development of a new dock for the display of historic ships, operation of a water taxi, and boat moorage and enhancements to the appearance and comfort of the riverfront, including landscape enhancements along Riverfront Park; improved views to the river from bike paths, carefully placed seating areas, the excursion train, and new riverfront docks; visitor amenities such as additional seating, signage, and shade trees; pedestrian and bicycle surface crossing improvements that improve public safety and ADA accessibility; and coordination of interpretive exhibits of the river, envisioned to contribute to the community's vision for a future interpretive trail system along the Sacramento River Parkway, as proposed in the *Sacramento Riverfront Master Plan* (City of West Sacramento and City of Sacramento 2003). This trail would guide visitors to other resources in the area and encourage opportunities for an interconnected experience with nearby destinations, including the Crocker Art Museum, the Railyards, Discovery Park, Raley Field, and the future Powerhouse Science Center and California Indian Heritage Center.

Any improvements or enhancements along the river shall be planned and implemented in coordination with the City, who currently holds a 49-year master lease (through 2035) from the California State Lands Commission for the portions of the planning area in the Sacramento River, between the I Street Bridge and J Street.

GOLD RUSH AND COMMERCE ZONE

The Gold Rush and Commerce Zone encompasses the first lots in Sacramento and represents the early years of commerce and communication in Old Sacramento. This area will be the most intensely developed area of OSSHP and will provide visitors with the opportunity to discover and experience Gold Rush history; the raising of the city streets; early commercial-era development, consistent with the historic significance on the project site; and the Pony Express, telegraph, and stage lines that improved connectivity throughout the nation. The Gold Rush and Commerce Zone consists of the existing B. F. Hastings Building and Pony Express Plaza at 2nd and J Streets; the 1849 Scene on Front Street; and the Big Four Complex on I Street.

Improvements to existing facilities include renovations to the second floor of the B.F. Hastings Building to interpret the first Supreme Court chambers location; interpretation of the Pony Express route through Old Sacramento and visitor enhancements to Pony Express plaza, including seating areas, picnic tables, and drinking fountains; development of a period-style concession space, such as a coffee shop on the first floor of the Dingley Spice Mill; and repurposing uses in the Big Four Building as a transition area between the Sacramento History Museum and Railroad History Museum to interpret Gold Rush commerce and railroad themes and the use and significance of the Big Four Buildings over time. In addition to improvements to existing facilities, the General Plan envisions the re-creation of the 1849 Scene as a reconstructed commercial-era block, to be known as the Gold Rush and Commerce Block, with three levels: a Gold Rush history and archaeology underground level, with opportunities to display the archaeology and artifacts found on-site and expand the facilities visited on the existing Old Sacramento Underground Tours, interpreting the city's original street elevation and street raising and commercial reconstructions at current street level, with commercial, office, and hotel functions on the floors above. The Capital District State Museums and Historic Parks offices are proposed to be relocated within this site.

Visitors to this area will have the opportunity to experience the commercial history and associated architecture and activities of early Sacramento and the region through exhibit spaces, historical vignettes, artifacts, archaeological displays, environmental study programs, tours, living history events, and appropriate period-style concessions. Additionally, historic methods of transportation in use in Sacramento in the 19th century will be displayed through the operation of a period-style horse-drawn streetcar demonstration ride in the Gold Rush and Commerce Zone that recreates the experience of this early form of public transit that preceded the invention of the street and cable cars.

RAILROAD HISTORY ZONE

The Railroad History Zone tells the story of the railroad—its history, innovation, role in transforming the region and the West, and as an important link between the Pacific Coast and the Atlantic Coast. This area includes artifacts, interpretive collections, and railroad equipment and facilities, including the CPRR Freight Depot and Passenger Station, and the RHM and turntable.

Improvements to the Railroad History Zone include improvements to the RHM and addition of a school/tour group entrance to the east side of the museum; relocation of the excursion train terminus to the Passenger Station to include an expanded boarding area, restaurant concession, and restrooms; and restoration of the Freight Depot to its historic, open 1873 appearance, with opportunities for interpretive exhibits on the agricultural freight and natural setting and history of the Sacramento-San Joaquin River Delta.

The Railroad History Complex will continue to provide opportunities to explore, experience, and understand Sacramento's railroad history, particularly related to the events and development of the nation's first transcontinental railroad and the development of railroads in the west. Visitors will get a glimpse of the history and evolution of rail transportation technology through railroad

equipment, access to restored trains and railroad facilities, living history events, and museum displays showcasing railroad history, themes, and rail-related transportation technology.

RAILROAD TECHNOLOGY AND SHOPS ZONE

The Railroad Technology and Shops Zone tells the story of the railroad from the perspective of the engineers and artisans that restore and repair the historic locomotives and passenger cars and through interactive exhibits that explain the science, engineering, and innovation in railroad technology. This area houses the artifacts, interpretive collections, and railroad equipment and facilities, including the proposed RTM (Boiler Shop, Erecting Shop, turntable, transfer table, and firing line) on the Railyards property.

Improvements to the Railroad Technology and Shops Zone includes the development of a new RTM at the historic Railyards site to expand the exhibit space and railroad themes of the CSRM. The Railroad Technology Zone will add a focus on science and engineering themes and include interactive exhibits that explore railroad technology and demonstrate the process for maintaining and restoring historic locomotives and freight cars. Visitors will gain an understanding and appreciation of rail transportation technology through railroad equipment, outdoor displays of trains, access to restored trains and railroad facilities, living history events, and museum displays showcasing the science and engineering behind innovations in railroad and rail-related transportation technology.

EXCURSION RAILROAD ZONE

The Excursion Railroad Zone includes over 12-miles of railroad right-of-way (owned by or provided easements to State Parks); trains, railcars, tracks, other railroad equipment; and existing and future stops or station facilities associated with the excursion train operations.

While current excursion train operations travel from Old Sacramento to Baths along the Sacramento River, excursion train service is proposed to be expanded to include two route segments. Train Line #1 would utilize the existing route, beginning in Old Sacramento (with passenger boarding and ticket offices moved to the Passenger Station) and shall be extended to the Sacramento Zoo, with proposed stops at the Crocker Art Museum, Miller Park, and Baths (the current turnaround location). Train Line #2 would run between a new station (exact location to be determined), originating in the Pocket/Meadowview neighborhood to the town of Hood.

GOALS AND GUIDELINES

Goals and guidelines for OSSHP are proposed to be implemented over the next 20 years or more and are organized by parkwide goals and guidelines and goals and guidelines, specific to the management zones. Goals and guidelines address existing issues, needs, and opportunities for improvement, protection, or change, and provide guidance for management of OSSHP 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 its goals. The main topic areas covered in the goals and guidelines include visitor experiences and facilities; natural resource management; cultural resource management; interpretation and education; park operations; and circulation, access, and parking.

ES.6 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 updating the OSSHP Interpretive Master Plan, preparing a Historic Properties Management Plan / Historic Properties Treatment Plan, and developing site-specific development or management plans for new facilities. Examples of plan facilities and programs that will require additional study, if and when pursued, include:

- Physical improvements to the Riverfront Zone, including new docks, display of sunken ships, interpretive signage, landscape enhancements, and other visitor amenities or improvements, to be coordinated with the City and California State Lands Commission;
- Redevelopment of the 1849 Scene as the Gold Rush and Commerce Block, a reconstructed commercial area and archaeological underground experience;
- All components, including facilities, track upgrades, crossings, and etc., associated with Excursion Train 2;
- Addition of tracks for regular operation of a horse-drawn car demonstration line in OSSHP;
- Removal of latter additions to the Freight Depot and new train display tracks, proposed to be added in front of the Freight Depot;
- Reconfiguration of the tracks serving the Passenger Station to support boarding and operation of excursion trains;
- Development of a visitor center in OSSHP; and
- Other planning facilities or programs that involve changes to the physical environment of the park.

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

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

ES.7 SUMMARY OF THE ENVIRONMENTAL ANALYSIS

The General Plan and 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 resource discussions were derived from the 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 the following topic areas:

NOISE

1. Short-Term Noise Levels Related to Project Construction
2. Long-Term Noise Levels Related to Rail Operations
3. Adjacent Land Uses
4. Short-Term Sources of Vibration

However, mitigation measures are available that would reduce impacts related to short-term noise related to construction, some long-term noise related to operations, and short-term impacts from vibrations to less than significant. However, even with implementation of these mitigation measures, noise impacts related to train passing by to adjacent land uses would remain significant and unavoidable. No other significant and unavoidable impacts would result from adopting and implementing this General Plan.

In addition to mitigation measures included in the EIR to offset significant noise impacts, 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.

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CHAPTER

1

INTRODUCTION

CHAPTER 1: INTRODUCTION

Old Sacramento State Historic Park (OSSHP) is located within the Old Sacramento Historic District (Old Sacramento), a National and California historic landmark district that preserves the city's original 1850s business district, with over 50 historic buildings, dating from the 1850s to 1880s. The OSSHP planning area encompasses a historic half block area along Front Street, between I and J Streets, containing open space and recreated Gold Rush-era buildings; historic buildings including the B.F. Hasting Building and Dingley Steam Coffee and Spice Mill (Dingley Spice Mill); the reconstructed Big Four Building; riverfront property between the I Street Bridge and J Street; and facilities operated by the California State Railroad Museum (CSRM): the Railroad History Museum (RHM), the Central Pacific Railroad (CPRR) Freight Depot, CPRR Passenger Station, the future Railroad Technology Complex, with the Railroad Technology Museum (RTM) on the former Southern Pacific Railroad yards (Railyards) site, and approximately 12 miles of railroad right-of-way area on the Sacramento Southern Railroad (SSRR) Walnut Grove branch line from Old Sacramento to the Sacramento Zoo and from the Pocket-Meadowview neighborhood to Hood.

1.1 LOCATION AND REGIONAL CONTEXT

OSSHP is located in the City and County of Sacramento, on the north side of Old Sacramento, a historic area located on the east bank of the Sacramento River, bound by Interstate 5 (I-5) on the east, the I Street Bridge on the north, and Capitol Mall/Tower Bridge on the south. The project planning area also includes the properties and historic central shops on the Railyards property, northeast of Old Sacramento and two segments of the Sacramento Southern railroad (SSRR) right-of-way area. One segment travels south from Old Sacramento along the river, over I-5, past Sutterville Road, and terminates approximately 200 feet south of South Land Park Drive. The second segment of the SSRR right-of-way planning area begins in the Pocket-Meadowview area, at approximately the Interstate 5 overcrossing, continues south into Sacramento County towards Freeport, through the Stone Lakes National Wildlife Refuge, and terminates at Hood (Exhibit 1-1). Old Sacramento is also immediately adjacent to the Amtrak station and Westfield Downtown Plaza Mall, which includes a pedestrian access tunnel to Old Sacramento.

Access into Old Sacramento/OSSHP is provided from I-5, off the J Street exit. Primary entrance into Old Sacramento/OSSHP occurs at the intersection of 3rd and I Streets. Other access points into Old Sacramento are at Front Street and Capitol Mall, including vehicular garage access to the Tower Bridge parking structure and at Neasham Circle, via O Street, from the south. Transit access to OSSHP is available from adjacent transit lines, including the Amtrak passenger rail service and Regional Transit light rail and bus service. The Sacramento River Parkway Multi-use Trail terminates at OSSHP, with plans to continue recreational and commuter bike access along the Sacramento River and into Downtown Sacramento, in coordination with the City and others.

OSSHP and the components of the park within Old Sacramento and the Central Shops are located in the growing Downtown Central Business District, which includes existing urban development and newly emerging neighborhood areas along the river. New planned developments along the

riverfront, adjacent to OSSHP include the River District to the north; the Docks area project to the south; the Sacramento Intermodal Station facility to the east; and the California Indian Heritage Center (CIHC) State Park and Bridge District on the west side of the river, in the City of West Sacramento. These projects will revitalize unattractive industrial or neighborhood areas that have developed over time on the river into new mixed-use, development areas and attractions. The Cities of Sacramento and West Sacramento have also collaborated on a master plan for improving the riverfront on both sides of the Sacramento River.

The planning area for OSSHP lies primarily between the I Street Bridge on the north; J Street on the south; Front Street on the west; and Commonwealth Alley and 2nd Street on the east (Exhibits 1-1 and 1-2). OSSHP includes the following facilities and points of interest:

- the Big Four Complex–the reconstructed Big Four Building and historic Dingley Spice Mill–located on the north side of I Street;
- the 1849 Scene, the half-block grass area on Front Street is occupied by several recreated Gold Rush-era buildings including the Tehama Building, Eagle Theatre, and Connecticut Mining & Trading (CM&T) Company building;
- Pony Express plaza and the historic B. F. Hastings Building, on the northeast and southwest corner of 2nd and J Streets, respectively; and
- a riverfront area between the I Street Bridge and J Street, including Riverfront Park, an embarcadero area, sunken ships, a flood wall, and the Sacramento River Parkway Multi-Use Trail.

California State Parks (State Parks) also owns a strip of land along the Sacramento River, north of the I Street Bridge. This area is slated for transfer to the City of Sacramento (City) in exchange for title to lands underneath the future RTM, as part of future land swap negotiations, in connection with the Railyards development. Thus, the riverfront area, north of the I Street Bridge, is not part of the future planning area for OSSHP.

The existing facilities of the CSRM, most well known for the RHM, includes:

- the RHM, on I Street;
- the reconstructed CPRR Freight Depot and Passenger Station, on the west side of Front Street; and
- right-of-way area on the historic Walnut Grove branch line, currently offering round trip excursion train service from Old Sacramento to Baths.

Planning for the OSSHP considers development of a Railroad Technology Complex, to include a RTM in two shop buildings in the Railyards and (more than 12 miles of) railroad right-of-way on the heritage SSRR, owned or accessed by State Parks, that travels south along the east bank of the Sacramento River into Land Park and ends just south of South Land Park Drive. The railroad right-of-way planning area then picks up again in the Pocket-Meadowview neighborhood and travels to Hood in the Sacramento-San Joaquin River Delta (Delta).

Exhibit 1-1: Old Sacramento State Historic Park Planning Area

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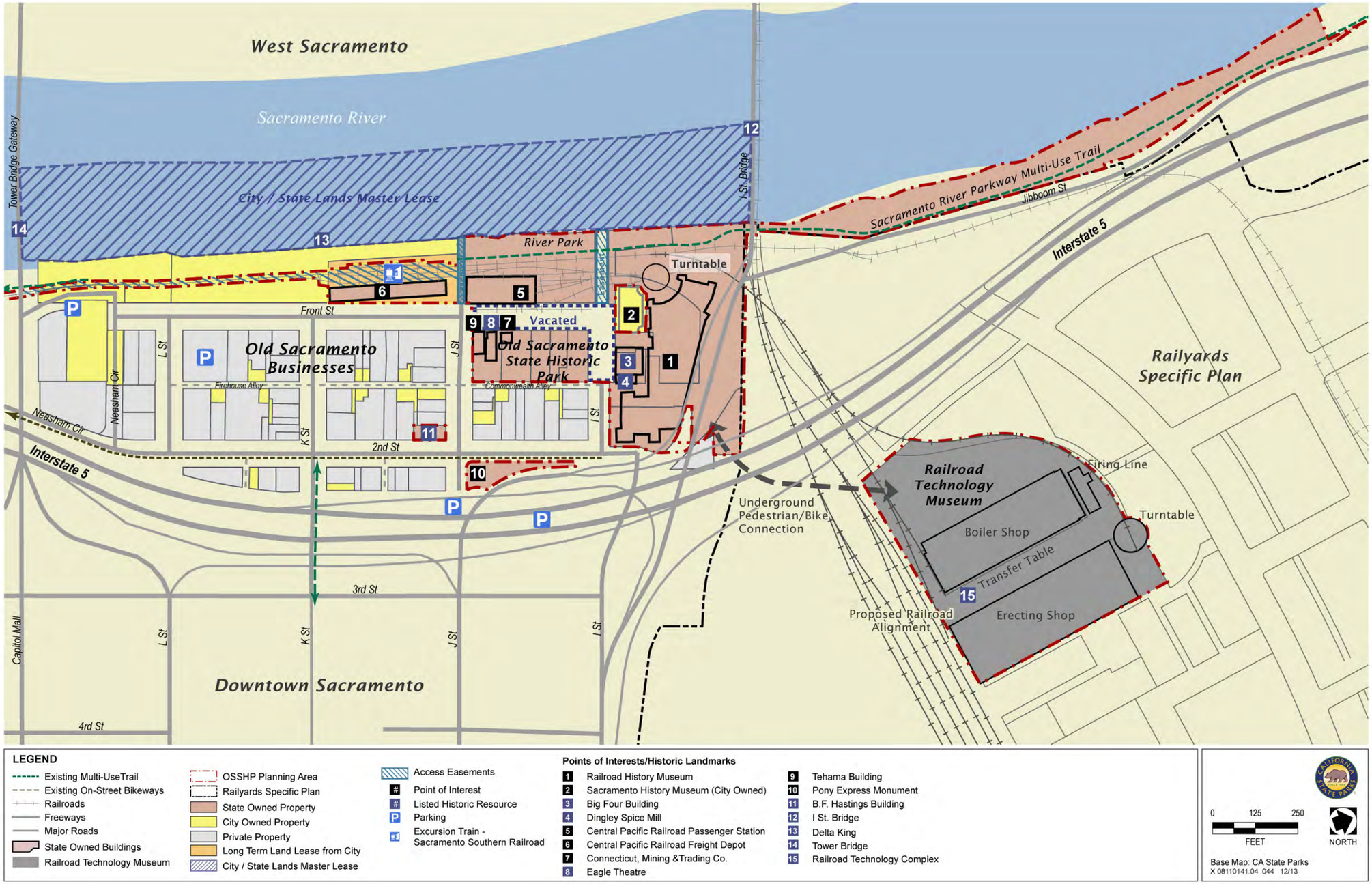
Exhibit 1-2: Planning Context in Old Sacramento and the Sacramento Railyards



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1.2 SITE CHARACTERISTICS

OSSHP is located within and part of Old Sacramento, a major attraction in Downtown Sacramento that captures the architecture, landscape, and spirit of the city's pioneering era, from the late 1840s to 1870s. This historic environment is the setting to learn about Gold Rush history and the influence of commerce, communication, railroad, and transportation technology on the city's development. In OSSHP, the B.F. Hastings Building, Tehama Building, Eagle Theatre, and CM&T Co. Building provide opportunities to interpret Gold Rush commercial structures, dating 1849–1852. Other noteworthy buildings, currently within OSSHP, include the Big Four Building, and Dingley Spice Mill, and structures operated and associated with the development of railroads in the latter 19th century, including the reconstructed CPRR Freight Depot and Passenger Station.

B. F. Hastings Building

Tehama Building

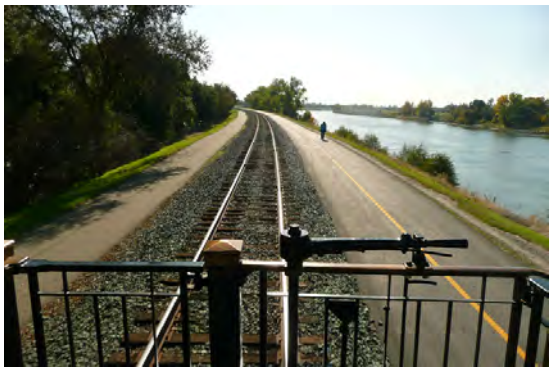
Big Four Complex - Big Four Building and Dingley Spice Mill

Connecticut Mining, and Trading Co. Building and Eagle Theatre

The natural banks of the Sacramento River have been substantially modified by development since the city was originally founded as Sutter's embarcadero. Today, Old Sacramento's riverfront is characterized by a historic floodwall; a paved recreational multi-use trail, on grade with current development, then, sloping down 45 degree to Riverfront Park to the historic grade of the city; and the scattered concrete debris and brush at Riverfront Park that are possibly the remains of the historic embarcadero area.

State Parks also owns and manages most of the approximately 12 miles of railroad right-of-way through the planning area, with the remaining portions of the railroad right-of-way owned by

the City and others. This railroad right-of-way is located partially on top of the Sacramento River levee and partially on an earthen embankment through urban development in Sacramento for the first segment of State Parks ownership right-of-way, ending approximately 200 feet south of South Land Park Drive. The next approximately four miles of railroad right-of-way segment is owned by Regional Transit and others and is not part of the OSSHP planning area. The project planning area picks up again in the Pocket-Meadowview area, near the I-5 overcrossing; continues through Sacramento County lands to Freeport; and then, travels through open space, farmland, and valley oak riparian woodland within the Stones Lakes National Wildlife Refuge before terminating in Hood. This scenic stretch along the river offers opportunities for excursion train rides that provide interpretation of the natural and rural environment of the Sacramento River Delta.



View of the Sacramento River along the Excursion Train line

1.3 PURPOSE OF SITE ACQUISITION

OSSHP came into existence in concert with redevelopment of Old Sacramento and the designation of Old Sacramento as a National Historic Landmark district in 1965. Land for OSSHP was originally acquired with funds from the 1964 State Park Bond Act to serve as a major example of the Gold Rush period and expand visitor knowledge of the period's significance to California's heritage. Classified as a State Historic Park, with a project area of approximately 9 acres, generally bound by the Sacramento River, the I Street Bridge, 2nd Street, and J Street and including the B. F. Hastings building at 2nd and J Streets, OSSHP was envisioned to be a contiguous part of the greater Old Sacramento Historic District, contributing to the activities and uses in the area. The general development philosophy at that time, as described by the *General Development Plan* (State Parks Planning and Development Division 1970), was to recreate the physical appearance of the structures, streets, and open space present during the city's Gold Rush heyday. The operational plan was to recreate the activity and tempo of the time—how people lived, worked, hauled their goods, and traveled—and intended to maximize the educational, cultural, and historical values of the area.

In 1966, the California State Parks Commission, in cooperation with the City and County of Sacramento, erected the commemorative plaque on the wall, next to the Pony Express Statue on 2nd Street. The plaque summarizes the origins of Sacramento and its historic significance, with the following inscription:

> *Founded in December 1848 by John A. Sutter, Jr., Sacramento was an outgrowth of Sutter's Fort established by his father Captain John A. Sutter in 1839. State Capital since 1854, it was a major distribution point during the Gold Rush, a commercial and agricultural center, and terminus for wagon train, stagecoach, riverboat, telegraph, Pony Express, and the first transcontinental railroad* (California Registered Historic Landmark No. 812).

1.4 SENSE OF PLACE

OSSHP has been and will continue to be a rich historic and cultural resource, providing visitors opportunities to interpret the events and resources that have contributed to the development of the City, the state, and the nation. Visible physical remains of the city's past can still be found throughout this historic area.

Old Sacramento played a key role, symbolically and physically, as the gateway to California's Gold Country. Sacramento was the arrival and meeting point for people streaming here from all over the world in search of gold and grew as a thriving commercial outpost, providing living quarters and entertainment for miners and outfitting them with needed food, drink, and supplies. The collection of historic commercial buildings and raised walkways, preserved in Old Sacramento, recall the architecture, lifestyle, and events of the city's early years. Archaeology, buried below the grass mound in the 1849 Scene, offer the opportunity to again excavate, uncover, study, and experience Old Sacramento's preserved layers of history.

Once a key river port for steamboats transporting freight from San Francisco to the mining camps in the Sierra Nevada foothills, the riverfront embarcadero and docks preserved in Old Sacramento hold the opportunity to bring to life the story of Old Sacramento as the "jumping-off" point for miners and prospectors who would fan out into the Gold Country, an area that extends from the Sacramento Valley to the western slopes of the Sierra Nevada. Furthermore, the history of agricultural expansion in the Sacramento Valley in the mid-1850s is connected to the Gold Rush event and decreasing opportunities in the mines. By 1860, Sacramento County led the state in the production of a variety of fruits, olives, almonds, and walnuts. The agricultural heritage and legacy of the Sacramento Valley and greater Central Valley remains strong today, as a leading exporter of a variety of food products around the United States and one of the most productive and profitable agricultural regions in the world.

Old Sacramento was the epicenter of major advancements in national communication and transportation technology, serving as the western terminus for the Central Overland Mail and Stage Line, the Pony Express, the first transcontinental telegraph, and the first transcontinental railroad. The first tracks of the transcontinental railroad, linking the east coast to the west coast, were laid in Old Sacramento. The RHM continues to offer park visitors a chance to learn about the history and technology of the railroad and its significance to California and to experience historic excursion train rides, powered by vintage locomotives.

1.5 PURPOSE OF THE GENERAL PLAN

General plans are typically broad-based policy documents that provide long-term management guidelines for physical development. This General Plan pertains to OSSHP. It defines 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 approving major developments. The General Plan defines the purpose, vision, and long-term goals and guidelines for the management of OSSHP. It

provides guidelines for future land uses, including recommendations for facilities and programs planned in the future. This General Plan provides a comprehensive framework to guide the future growth of OSSHP, and their ongoing and future management needs and uses. Because the General Plan will be in effect for the next 20 years or more, it must remain consistent in the vision for the future of OSSHP, general in its scope, and flexible in its proposed approaches to solving future management problems and accommodating changes to the surrounding physical and economic environment.

1.5.1 COMBINED GENERAL PLAN/EIR TIERED CEQA ANALYSIS

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. Among these options are to combine general plans and EIRs (California Environmental Quality Act Guidelines [State CEQA Guidelines], Section 15166) and to use tiering, a process in which 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 implementing the OSSHP General Plan are found in Chapter 5, “Environmental Analysis,” and will serve as a reference for future environmental documents that could provide more detailed information and analysis for site-specific developments and projects. However, the proposed developments within OSSHP and their locations, within the planning area, are well known at this time, and existing resources have largely been inventoried and have been taken into consideration in the development of this General Plan and EIR, therefore, the EIR analyzes the General Plan at the project level wherever possible. For improvements envisioned for the railroad right-of-way, specific details are less known at this time and thus, the analysis is conducted at a more general, program level.

Future actions that may result from adoption and implementation of this General Plan were anticipated and potential impacts resulting from these actions were analyzed whenever possible. 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. Additional CEQA analysis documentation may be required for some actions described in the General Plan, once the project details are known. For other actions, implementation of all goals, guidelines, and specific mitigation measures identified in this document may be sufficient to ensure that these actions are in environmental compliance.

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

1.5.2 PURPOSE OF THE EIR

The purpose of the EIR is to analyze and disclose the preferred alternative's effects on the environment (State CEQA Guidelines, Section 15168). It discloses any significant and potentially significant effects that could result from 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 the State CEQA Guidelines.

1.6 ORGANIZATION OF THE GENERAL PLAN

This General Plan contains the following chapters:

- 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"
- Chapter 7, "Report Contributors"

1.6.1 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.

1.6.2 INTRODUCTION

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

1.6.3 EXISTING CONDITIONS

Chapter 2, "Existing Conditions," describes the current physical conditions of OSSHP property, the future RTM property, and the more than 12-mile-long Walnut Grove branch line excursion train right-of-way in the planning area. This chapter includes information on land use; important physical, biological, cultural, aesthetic, and recreational values; and Old Sacramento's existing relationship to the surrounding communities. Chapter 2 establishes the baseline against which changes proposed in the General Plan will be evaluated. The existing conditions section also lists system-wide and regional planning influences affecting OSSHP.

1.6.4 ISSUES AND ANALYSIS

Chapter 3, "Issues and Analysis," documents the planning assumptions underlying the General Plan and identifies key issues 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 by the various stakeholder groups, issues identified during scoping, and resource-specific issues unique to the site.

1.6.5 THE PLAN

Chapter 4, "The Plan," presents the purpose, vision, and guidance for OSSHP. 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.

1.6.6 ENVIRONMENTAL ANALYSIS

Chapter 5, "Environmental Analysis," contains the program EIR for the General Plan. This chapter includes an analysis of the environmental impacts that would result 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”
- Section 5.8, “Alternatives to the Proposed Plan”

1.6.7 REFERENCES

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

1.6.8 REPORT CONTRIBUTORS

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

1.6.9 APPENDICES

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

- Appendix A: Traffic Analysis
- Appendix B: Supplemental Natural Resources Information
- Appendix C: Soils Map
- Appendix D: Historical Background and History
- Appendix E: 2010 Visitor Survey for the California State Railroad Museum
- Appendix F: Train Emission Calculations
- Appendix G: Noise Prediction Model

1.7 SUBSEQUENT PLANNING

Major programs and projects that will be implemented as a result of the General Plan may require additional planning and environmental review. Possible subsequent planning actions include the preparation of management plans or specific project plans for new facilities.

Future planning efforts may also include preparing project-specific environmental compliance documents for implementation of management plans and subsequent development projects, as well as securing any permits required for future implementation projects. Environmental compliance documents would need to tier off and be consistent with the General Plan’s EIR. More information regarding this process is presented in Chapter 4.

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

1.8 PLANNING PROCESS

1.8.1 PLANNING HIERARCHY

The planning hierarchy identifies the key elements of the State Park planning process that will guide the future direction of OSSHP. Those key elements—the State Parks mission, park classification, statement of purpose, vision statement, management goals and guidelines, management zones, and area-specific goals and guidelines—are briefly described below.

MISSION OF CALIFORNIA DEPARTMENT OF PARKS AND RECREATION

State Parks' mission sets the fundamental parameters within which State Parks acquires, plans, and manages its units. State Parks' mission is as follows:

> *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

OSSHP is further guided by its park unit classification as a State Historic Park and will remain in this classification.

STATEMENT OF PURPOSE

The statement of purpose is the unique broad statement of direction that is specific for OSSHP. The statement of purpose is provided in Chapter 4.

PARK VISION

The vision statement portrays the desired future outcome of the General Plan. It expresses what OSSHP should be in the future, what it will look like, and the kinds of experiences that should be available to the visitor. The park vision is provided in Chapter 4.

MANAGEMENT GOALS AND GUIDELINES

Organized by topics, goals and guidelines relate to the scope of the entire park. Goals and guidelines are developed in response to evaluation of the existing conditions to address existing issues and foreseeable trends, and to provide ongoing guidance for actions that will be taken over time to realize the vision for OSSHP.

1.8.2 INTERAGENCY AND STAKEHOLDER INVOLVEMENT

Planning for OSSHP has required close coordination with a variety of agencies and stakeholders, as well as guidance from the steering committee and advisory committee. Some of the key stakeholder groups and participants involved during the development stages of this General Plan and EIR are identified below. A comprehensive list of outreach meetings held during the

planning process is provided in Section 1.8.3, Table 1.1.

STEERING COMMITTEE

The Steering Committee is composed of the project management team from State Parks and consists of Capital District staff, State Parks Planning Division staff, and the planning consultant, AECOM. Steering Committee meetings are working sessions held on a monthly basis, or as needed, to guide the planning process, address project issues, and monitor the progress of the work effort.

ADVISORY COMMITTEE

The Advisory Committee consists of the major project stakeholders, including the City, property and business owner representatives, operating project partners, and technical experts in both railroad history and technology and Old Sacramento/Gold Rush history. The Advisory Committee provides input to the Steering Committee on key planning issues that arise on the project. Numerous meetings were held with the Advisory Committee to solicit input on various phases of the General Plan development, including planning for public workshops, alternatives development, refinement of the preferred alternative, and the General Plan and EIR review.

PLANNING POLICY AND PROGRAMMING COMMITTEE

The draft General Plan alternatives and General Plan document and EIR were presented to the Planning Policy and Programming Committee for input and recommendations before presentation of these materials to the public.

STAKEHOLDER MEETINGS

A key step in initiating the public outreach process consisted of “focus group” interviews to solicit input and ideas from project stakeholder groups and project partners. Over the course of 3 days, several groups of various stakeholders, were interviewed and provided input on the future vision for the park and issues to be addressed in the planning process. The following project stakeholders were consulted during focus group interviews or provided comments at public workshops:

- City of Sacramento, various departments and commissions including:
  - Public Works / Transportation
  - Community Development / Planning
  - Convention, Culture, and Leisure
  - Planning and Design Commission
  - Preservation Commission
- Sacramento Trust for Historic Preservation
- Historic Old Sacramento Foundation
- California State Railroad Museum Foundation

- Old Sacramento Business Association
- Old Sacramento property owners and business owners
- Sacramento Association of Museums members
- Downtown Sacramento Partnership
- Sacramento Convention and Visitors Bureau
- Sacramento Zoo
- Land Park Community Association
- South Land Park Neighborhood Association
- Sacramento Area Bicycle Advocates

Meetings with other stakeholders to address project concerns and issues were also conducted. The list of the stakeholder meetings is provided in Table 1-1 that follows.

PRESENTATIONS TO AND MEETINGS WITH THE CITY OF SACRAMENTO

Several meetings were conducted with the City, including to the Planning and Preservation Commissions, to provide information on the project, seek input on alternatives, and address issues and opportunities to coordinate with local agencies.

AGENCY MEETINGS

An initial agency coordination meeting was held to provide interested or relevant agencies with an overview of General Plan alternatives and to receive input on potential environmental issues or concerns. The regulatory agencies that were consulted during the planning process or submitted input are listed below:

- California Department of Water Resources
- City of Sacramento, various departments
- City of West Sacramento Flood Control and Levee Program
- U.S. Army Corps of Engineers
- Sacramento Area Flood Control Agency
- Central Valley Flood Protection Board
- Reclamation District 744
- National Marine Fisheries Service
- Stone Lakes National Wildlife Refuge/U.S. Fish and Wildlife Service
- Sacramento Metropolitan Air Quality Management District
- Central Valley Regional Water Quality Control Board

1.8.3 PUBLIC INVOLVEMENT

Public involvement for the General Plan and EIR included:

- meetings with business and property owners, affected neighbors, and other interested stakeholders;
- design charrettes involving various groups to develop project alternatives;
- public workshops held at key points through the project's planning process; and
- updates on the project website.

A public outreach list, consisting of a mailing list and e-mail list, was compiled for the planning process. Materials provided to all interested parties on the mailing list included postcard or e-mail notifications sent to over 1,000 people, including adjacent landowners, before each public workshop. The mailing list was updated again in 2014 to expand outreach to residents along the SSRR excursion train right-of-way, notifying over 2,000 people, for a public meeting conducted in April 2014 and the Commission hearing held on May 2014. In addition, newspaper notifications, e-mails, public flyers, notification on the State Parks planning website, and event notifications using social networking sites (i.e., Facebook and Twitter) were used by the planning team to publicize public workshops, meetings, and events for the General Plan process. Information on the General Plan and EIR planning process, the notice of preparation for the EIR, and materials from the public workshops are posted on the General Plan website: http://www.parks.ca.gov/osshpgenplan.

Table 1-1 outlines the public meetings and outreach activities conducted during the OSSHP planning process. The list does not include monthly steering committee meetings, quarterly advisory committee meetings, and other project coordination meetings held throughout the planning process.

Table 1-1: Public Outreach Meetings/Activities

Date	Meeting Type	Purpose
September 14, 15, and 21, 2010	Stakeholder Focus Group Interviews	Seek stakeholder input on the vision, goals, and priorities for OSSHP.
September 22, 2010	CEQA Notice of Preparation	Seek lead agency status; inform involved agencies and the State Clearinghouse about project.
September 29, 2010	Design Charrette #1	Discuss the concepts and features for the development of three different initial alternatives.
October 6, 2010	Public Workshop #1	Introduce the project and the public outreach process; gather public input on the goals, priorities, and vision for the General Plan; and confirm the issues to be addressed in the General Plan EIR.

Table 1-1: Public Outreach Meetings/Activities		
Date	**Meeting Type**	**Purpose**
October 28, 2010	Stakeholder Meeting with the Sacramento Area Bicycle Advocates	Gather input from bike advocates on improving bike facilities and access to and through Old Sacramento.
November 6, 2010	Demonstration ride to the Sacramento Zoo	Experience the excursion train ride from Old Sacramento to the Sacramento Zoo and seek public input on this future opportunity.
November 19, 2010	Design Charrette #2	Review, discuss, and modify the initial draft alternatives.
January 6, 2011	PPPC presentation	Review materials for Public Workshop #2 and seek PPPC input on initial site alternatives.
January 19, 2011	Public Workshop #2	Present the initial site alternatives for the General Plan; gather public input and preferences on the alternatives.
January 26, 2011	Meeting with the City on General Plan progress	Review the General Plan progress with the City; gather City input on the initial alternatives; and discuss opportunities for project coordination with the City.
February 2, 2011	Design Charrette #4	Seek Advisory Committee input on the development of the preferred alternative.
February 14, 2011	Stakeholder Meeting with Old Sacramento Business Association Board of Directors	Provide an update on the General Plan progress; seek input on General Plan alternatives and issues.
February 16, 2011	Stakeholder Meeting with Downtown Sacramento Partnership Board of Directors	Provide an update regarding the General Plan progress; seek input on General Plan alternatives and issues.
March 16, 2011	Stakeholder Meeting with Land Park Homeowners Association	Provide an update on the General Plan progress; seek input on General Plan issues and alternatives.
March 22, 2011	Regulatory Agency Meeting	Provide an update on the General Plan progress; seek input on General Plan issues and alternatives.
March 28, 2011	Agency Meeting with U.S. Army Corps of Engineers	Provide an update on the General Plan progress; seek input on General Plan issues and alternatives.
March 29, 2011	Meeting with the City on Transportation Coordination Issues	Discuss transportation issues related to the General Plan and opportunities for coordination of transportation systems.
April 6, 2011	PPPC presentation	Review materials for Public Workshop #3 and seek PPPC input on preferred site alternative.
April 20, 2011	Public Workshop #3	Present the preferred alternative for public input and reaction; consider input on how the preferred alternative can be improved.
May 26, 2011	Stakeholder Meeting with USFWS, Stone Lakes NWR	Provide an update on the General Plan to the USFWS staff of Stone Lakes NWR and address any concerns.

Table 1-1: Public Outreach Meetings/Activities		
Date	**Meeting Type**	**Purpose**
June 21, 2011	I-5 Riverfront Reconnection Meeting with City Transportation Department	Discuss concerns regarding traffic impact on proposed I-5 riverfront reconnection as it is proposed.
June 22, 2011	City Planning and Design Commission Update	Provide an update on the General Plan progress; seek input on the draft preferred alternative and potential city coordination issues and opportunities.
July 6, 2011	City Preservation Commission	Present the preferred alternative and update on the General Plan process for commission input.
October 20, 2011	Sacramento Metropolitan Air Quality Management District	Confirm methods and discuss preliminary analysis of air quality and greenhouse gas analysis in EIR.
November 8, 2011	PPPC presentation	Review and seek PPPC input on preferred alternative and Preliminary General Plan.
May 30, 2012	CEQA Notice of Availability/Notice of Completion	Post the notice of availability for the Preliminary General Plan/Draft EIR and file the notice of completion with the State Clearinghouse.
November 2012	Director's Briefing	Review the proposals and issues of the Final General Plan/EIR with State Parks Executive Staff.
March 13, 2013	Department of Water Resources	Discuss DWR comments on Preliminary General Plan/Draft EIR
June 2013	Meetings with Park Partners (CSRMF, City, HOSF, OSBA, and Sacramento Trust for Historic Preservation)	Discuss comments of project partners on components of the project that presented issues and reach consensus on solutions.
November 7, 2013	Commission Site Visit	Conduct site visit to familiarize State Park Commissioners with the project context
January 24, 2014	Commission Hearing	Seek public and Commission input on the Final General Plan/EIR; action on the General Plan/EIR was postponed.
April 15, 2014	Public Information Meeting	Clarify plan revisions.
May 2, 2014	Commission Hearing	Seek public and Commission input on the approval of the Final General Plan/EIR. At the hearing, the Final General Plan was approved and Final EIR certified.
Notes: CEQA = California Environmental Policy Act; City = City of Sacramento; Commission = California State Parks Commission; CSRMF = California State Railroad Museum Foundation; EIR = environmental impact report; General Plan = Old Sacramento State Historic Park and California State Railroad Museum General Plan; HOSF = Historic Old Sacramento Foundation; I-5 = Interstate 5; NWR = National Wildlife Refuge; OSBA = Old Sacramento Business Association; OSSHP = Old Sacramento State Historic Park; PPPC = Planning Policy and Programming Committee; Sacramento Trust for Historic Preservation; State Parks = California Department of Parks and Recreation; USFWS = U.S. Fish and Wildlife Service		

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CHAPTER

2

EXISTING CONDITIONS

CHAPTER 2: EXISTING CONDITIONS

This chapter summarizes existing land uses and facilities, significant resource values, local and regional plans, and State Parks systemwide plans that influence the management, operations, and visitor experiences in Old Sacramento State Historic Park (OSSHP). This information provides the baseline on which implementation of the General Plan will be performed and also presents the environmental setting for environmental review under the California Environmental Quality Act (CEQA), where applicable.

2.1 REGIONAL LAND USES AND FACILITIES

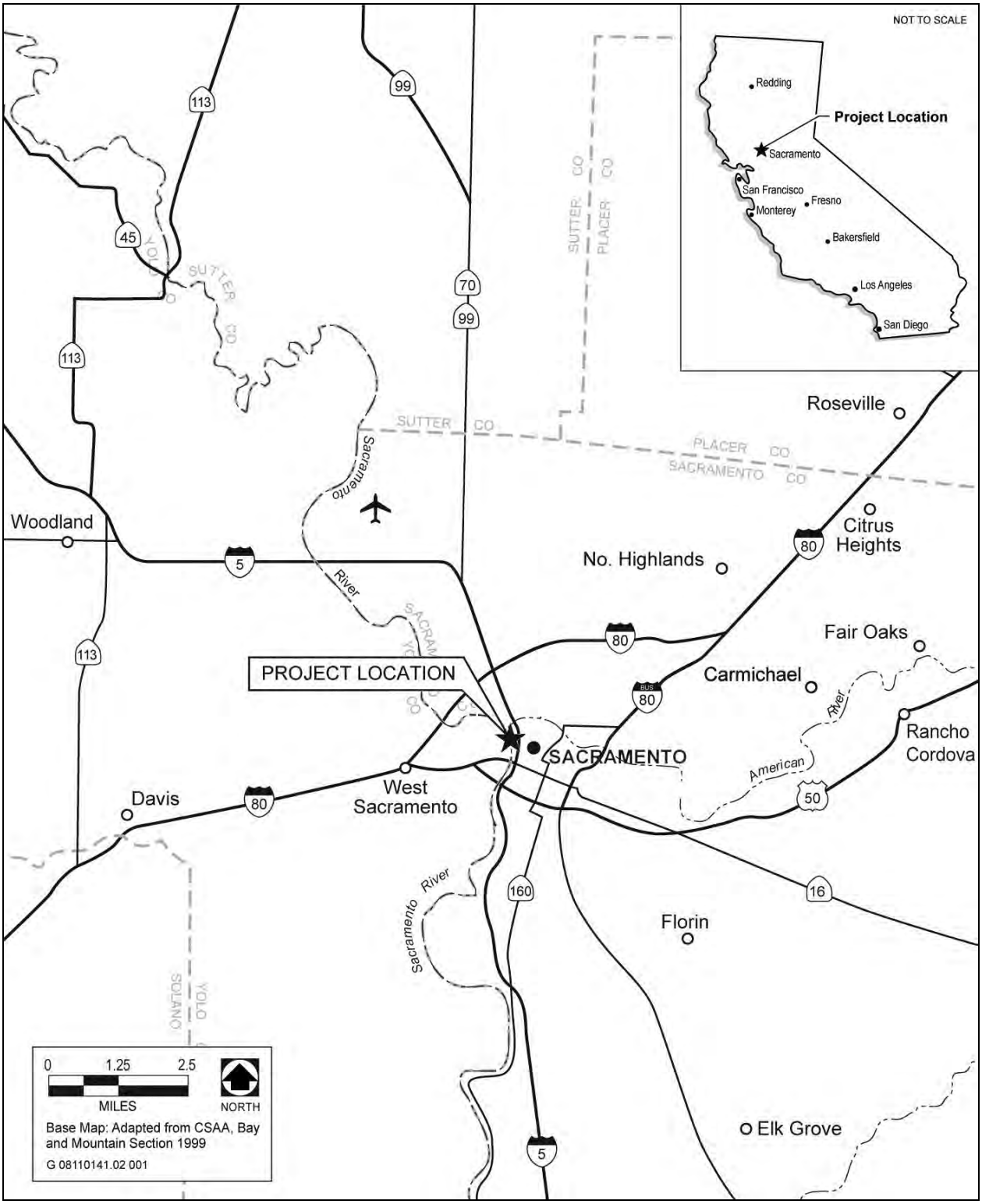
OSSHP is influenced by its location within the Sacramento metropolitan area, by the surrounding Downtown Central Business District, and by its position within both the State Parks' Capital District State Museums and Historic Parks (Capital District) and the 28-acre Old Sacramento Historic District (Old Sacramento).

2.1.1 REGIONAL LAND USES

OSSHP is an important historic, cultural, and recreational resource preserving one of the oldest areas in the City of Sacramento (City) and is a contiguous part of greater Old Sacramento, a national and state historic landmark district. Today, Old Sacramento represents the commercial scenes from the mid- to late-19th century, spanning the Gold Rush and Transcontinental Railroad era. It is a popular tourist destination, providing shopping, dining, and entertainment experiences; museums, historic attractions, and living history programs; and special events that give visitors a glimpse of Sacramento's rich and vibrant past. As part of the Downtown Sacramento Central Business District, commercial, entertainment, cultural, and recreational uses and facilities in Old Sacramento contribute to the status of the Downtown as the business and cultural center for a diverse, six-county Sacramento metropolitan area. Exhibit 2-1 shows the geographical relationship of Old Sacramento to the surrounding cities and counties of the region, a broad area with over two million people.

The Downtown Central Business District includes government, retail, business, arts, entertainment, and cultural land uses that serve and attract residents, workers, and visitors throughout the region. Mixed-use urban commercial corridors (along city arterials such as 16th Street and J Street) and mixed-use, medium-density residential neighborhood areas, surrounding the Central Business District, serve as a local population base for OSSHP. New, planned urban mixed-use projects, adjacent to the park on both sides of the Sacramento River such as, the Railyards and Sacramento Intermodal Station facility, the River District, and the Docks Area project in Sacramento; and the Bridge District and California Indian Heritage Center (CIHC) museum in West Sacramento will place additional new demand on existing parks and cultural and recreational resources in the city. OSSHP is a unique cultural and recreational park and open space resource for Downtown Sacramento and for the surrounding Sacramento region.

Exhibit 2-1: Regional Area Map



OSSHP has opportunities to connect to the Sacramento River Parkway Multi-use Trail through Old Sacramento and fill a critical gap in the regional bicycle transportation network, providing connections between the Cities of West Sacramento and Sacramento and the upriver and downriver sections of the Sacramento River Parkway Multi-Use Trail. The park has potential to be an even greater attraction and amenity for Sacramento, reminding the city of its historic roots as a Gold Rush commercial river port and railroad town, with the opportunity to also connect and enhance the Sacramento riverfront.

2.1.2 RECREATIONAL RESOURCES

Recreational resources, surrounding and influencing Old Sacramento include national historic trails, connected to the Pony Express route and the western migration of early American pioneers to California; neighboring, regional urban corridors; other state park facilities; City and County parks and trails; and local Downtown area museums and attractions.

FEDERAL PARKS AND RECREATION RESOURCES

The Pony Express National Historic Trail and the California National Historic Trail, national park sites managed by the U.S. National Park Service, served in the 19th century as overland routes that connected the eastern United States to Northern California. The Pony Express National Historic Trail designates the route of the first express mail service between St. Joseph, Missouri, and Sacramento during its 18 months of operations (April 1860 to October 1861), when it briefly was the nation's most direct means of east-west communication before development of the first transcontinental telegraph. The Pony Express located its western terminal at the B. F. Hastings Building in OSSHP and generally followed the route of present-day U.S. Highway 50. Of equal significance, the first transcontinental telegraph message was sent by California Supreme Court Chief Justice, Stephen Field to Abraham Lincoln in October 1861 to assure the president of California's loyalty to the Union." The California National Historic Trail was a network of trails that many prospectors and farmers took to the goldfields and farmlands of California during the 1840s and 1850s, in one of the greatest mass migrations in American history. It includes more than 1,000 miles of trail ruts and traces that commemorate the struggle of early American travelers and settlers to California. Sutter's Fort in Sacramento is located along one of these historic trail spurs.

The Stone Lakes National Wildlife Refuge (Stone Lakes) includes the North Stone Lake Unit, which borders the railroad right-of-way of the Sacramento Southern Railroad (SSRR) line, owned by State Parks. The approximately 18,000-acre wildlife refuge is managed by the U.S. Fish and Wildlife Service, in collaboration with other agencies, conservation organizations, and private partners with lands and interests in the refuge. The refuge includes seasonal and permanent wetlands, woodland riparian corridors, grasslands, and the last remaining freshwater lakes in the Central Valley, and conserves and enhances habitat for a variety of plants, birds, fish, and other wildlife species that are native to the Sacramento–San Joaquin River Delta (Delta) and the Central Valley. Stone Lakes is also protected habitat for federally-listed, endangered species including the Swainson's hawk, sandhill crane, giant garter snake, and longhorn elderberry beetle. Located within the Pacific Flyway (a major north-south travel route for migratory birds in America), the refuge provides resting and feeding grounds for

migrating shorebirds and wintering grounds for waterfowl. Together with the neighboring Cosumnes River Preserve, Stone Lakes forms an expansive landscape that serves as a key habitat corridor along the Delta for a variety of wildlife and provides a buffer from development in the surrounding urban areas.

STATE PARKS AND RECREATION RESOURCES

OSSHP, including the California State Railroad Museum (CSRM), is a state park managed by the Capital District. The Capital District facilties preserve and interpret different periods of Sacramento's history: from early Native American occupation to Gold Rush settlement, and interprets the influences that have shaped the development of Sacramento as the State Capitol. In addition to OSSHP, the Capital District manages several other state historic parks and museums, located within a short distance of OSSHP: the California State Capitol Museum, Governor's Mansion State Historic Park, Leland Stanford Mansion State Historic Park, Railtown 1897 State Historic Park in Jamestown, the Woodland Opera House (through an operating agreement with the City of Woodland), Sutter's Fort State Historic Park, and the California State Indian Museum at Sutter's Fort, as shown in Exhibit 2-2. The California State Indian Museum has plans to move and integrate with the future California Indian Heritage Center (CIHC), a newly designated state park in the City of West Sacramento.

The **California State Capitol** serves as both a museum and the state's working seat of government, and has been home to the California Legislature since 1869. The State Capitol and **Capitol Park** occupy several Downtown city blocks, encompassing the area between 10th and 15th Streets and L and N Streets. Between 1975 and 1981, the State Capitol underwent a major renovation that restored much of the building's original look. The Capitol Park gardens that surround the Capitol building feature trees from around the world.

The **California Indian Heritage Center** will be a new California State Park in the City of West Sacramento, overlooking the confluence of the American and Sacramento Rivers. The final draft General Plan and Environmental Impact Report was approved and certified in July 2011. The CIHC is proposed to be constructed in four phases that will be implemented over approximately 15–20 years. The main CIHC facility will house exhibits, a library, archives, and collections that will present a statewide perspective on California's diverse Indian cultural legacy. The facility will partner with tribal communities to collect and present traditional and contemporary California Indian artistic and cultural expressions. An artist-in-residence facility will support Native American artists and allow visitors to view their work, as it is created.

The CIHC grounds will maintain and restore the park's natural character, using native plant species, except in programmed areas such as demonstration gardens. Spaces for special events will be developed near the main facility, overlooking the Sacramento River, and a plaza will be developed on the landside of the levee that bisects the park. A multiuse bicycle and pedestrian trail will run atop the levee and will connect with other bicycle facilities in the area. The park also will contain a segment of the regional waterfront trail along the Sacramento River that will connect with River Walk Park to the south. A boat dock is proposed at the north end of the park, to accommodate private vessels and a potential river taxi that can serve other destinations along

the Sacramento River, including Old Sacramento.

Marshall Gold Discovery State Historic Park is located on the south fork of the American River at Sutter's Mill and interprets the gold discovery event and development of Coloma. The park includes a historic replica of the original sawmill where gold was discovered and more than 20 historic buildings including mining, house, school, and store exhibits. The park also includes hiking trails and picnic areas in a riparian oak woodland setting, overlooking a river canyon where a statue of James Marshall rests, pointing at his gold discovery site.

The **North Stone Lake Refuge Unit**, located on the northern portion of Stone Lakes (see description above) in south Sacramento County, is an approximately 2,800-acre area, owned in portions by the State of California and Sacramento County. State Parks property in this area is maintained by Sacramento County. This property provides urban open space that protects two rare natural lakes and their surrounding riparian habitat and grasslands. Lying within the Pacific Flyway, it provides wintering grounds for waterfowl and migratory birds and habitat for indigenous wildlife species. It also contains several Native American occupancy sites.

The **Locke Boarding House Museum**, operated by State Parks and the Locke Foundation, is an old Chinese boarding house that offers tours of the town of Locke, a historical site and National Historic Landmark located in the Delta. Established in 1915, Locke is an example of an American town that was laid out, built, and inhabited almost exclusively by Chinese. Levee construction, originally brought Chinese to this area, but by the time the town was built, most of the work was in farming. The town preserves the legacy of the Chinese in developing agriculture in California and still looks like it did in 1920. In its heyday between 1920 and 1940, Locke had a permanent population of about 600 and a seasonal farm labor population of an additional 1,000 (Locke Foundation 2011).

Delta Meadows River Park is a state park located in Locke. Delta Meadows includes sloughs, a natural island, and meadows occupied by wildlife that provides a glimpse of the Delta as it may have appeared 150 years ago. The park is accessible primarily by boat and is used for boat mooring. The park property and its facilities and services currently are closed due to State Parks budget cuts.

CITY AND COUNTY PARKS AND RECREATION RESOURCES

The **American River Parkway** is a long, linear park and recreation area that includes the 32-mile Jedediah Smith Memorial Trail, which begins at the confluence of the Sacramento and American Rivers and extends to Folsom Lake, along the American River. The parkway also includes opportunities for fishing, boating, rafting, picnicking, golfing, and guided nature tours. The parkway is a regional attraction enjoyed by more than 5 million visitors annually (Sacramento County Parks 2010) and provides opportunities to connect to the Sacramento River Parkway.

The **Sacramento River Parkway** is a planned 17 mile linear greenway, with a multi-use trail that begins at the confluence of the Sacramento and American River and travels through

Sacramento along the east bank of the Sacramento River to Freeport Bridge in Freeport. Implementation of the bike trail segment occupied by OSSHP/Old Sacramento is needed to fill a current gap connecting the upriver and downriver sections of the Sacramento River Parkway Multi-use Trail.

Several waterfront parks are located along or accessible from the Sacramento River Parkway Multi-Use Trail including, from north to south: Discovery Park and Tiscornia Park along the confluence of the Sacramento and American Rivers, Robert Matsui Waterfront Park on Jibboom Street, and Riverfront Park and Waterfront Park in Old Sacramento.

Discovery Park is a large, 302-acre County park, with frontage along the Sacramento and American Rivers. The park is accessible from Old Sacramento on the Sacramento River Parkway Multi-Use Trail and local freeways. Uses within Discovery Park include boating and rafting, biking on paths along the American River Parkway, swimming, archery, softball, picnicking, and group events. The park also functions as part of the flood control system for the Sacramento area, designed to allow flooding and take pressure off the American River levees during high-water periods.

Tiscornia Park is a city park located along the south bank of the American River at the confluence of the Sacramento and American Rivers, across the American River from Discovery Park and next to the Jibboom Street Bridge. The park includes beach access and bike trail access to the Two Rivers and Sacramento River Parkway Multi-Use Trail.

Robert T. Matsui Waterfront Park on Jibboom Street along the Sacramento River is one of the destination attractions along the Sacramento River Parkway Multi-Use Trail. The park features a landscaped plaza with a spray area, turf area, benches, and a promenade.

Riverfront Park, located along the Sacramento River, approximately between J Street and the I Street Bridge, is an undeveloped open space area with access and views to the river. The park is accessible from a trail that slopes down to the river from the Sacramento River Parkway Multi-Use Trail, as it enters Old Sacramento. This area features a hodgepodge of structures, including leftover concrete blocks, remnants from historic buildings and a wharf, and flora representing a mixed native riparian habitat, with brush and rocks that have been installed to stabilize the bank.

Waterfront Park is a linear park on Front Street in Old Sacramento, between Neasham Circle and K Street. The park is owned and maintained by the City and includes a grass area with shaded paths and seating, restrooms, the California Steam Navigation Company, and the Old Sacramento Schoolhouse, a replica of a traditional one-room school.

River Walk Park along the west bank of the Sacramento River in West Sacramento, opposite Old Sacramento, stretches 7.5 acres from West Capitol Avenue to E Street. The S*acramento Riverfront Master Plan* (2003) envisions an eventual extension of the park to the I Street Bridge. The park includes a promenade along the river; picnic area; a grand staircase near the Ziggurat building, used for special events and summer concerts; Veteran's Plaza; Union Square; and walking paths.

Cesar Chavez Park is a one-block park in front of the City Hall, bound by I, J, 9th, and 10th streets. The park includes native landscaping, a fountain, and café, and hosts seasonal farmers' market, a summer concert series, and special events throughout the year. It also is the home of the Andrew J. Stevens monument, erected by Central Pacific shops employees in 1889 in honor of a Central Pacific Railroad (CPRR) and later Southern Pacific Railroad (SPRR) master mechanic.

Miller Park is a 40-acre regional park. Its amenities include picnic areas, river access, boat trailer parking, boat ramps, and docks.

William Land Park is a 166.5-acre regional park. Amenities in the park include a 14-acre zoo, a children's amusement park, lakes, a golf course, an amphitheater, garden areas, pony rides, baseball and softball fields, soccer fields, basketball courts, and jogging trails.

LOCAL AREA MUSEUMS AND ATTRACTIONS

OSSHP is adjacent to many local area museums and attractions that allow opportunities to connect to activities and events in the Downtown. Exhibit 2-2 shows OSSHP relative to nearby parks, trails, and other historic, cultural, and recreational attractions in Downtown Sacramento.

The **Sacramento History Museum**, located at the foot of I Street in Old Sacramento, displays the history of the Sacramento region, from the time before the Gold Rush to the present. The museum building is a reproduction of the 1854 City Hall and Waterworks building and was opened to the public in 1985. Fronting the 1849 Scene in OSSHP (see Section 2.2.1), it is part of the Old Sacramento landscape and a good starting point for exploring OSSHP. The Old Sacramento Underground Tours, operated by the Old Sacramento Foundation, starts at the museum.

Two **Wells Fargo History Museums** are found in Sacramento, demonstrating the role of the bank in the city's commercial history. The museum in Old Sacramento, at the B. F. Hastings Building, managed by the bank, showcases the history of the Pony Express, gold discovery, and banking from the early Gold Rush period to the years that followed. The museum in the Wells Fargo Center at 4th Street and Capitol Mall includes exhibits of a stagecoach, maps and views of Sacramento, a walk-in agent's office, and a postal history collection.

Hornblower Cruises operates as a private concession in Old Sacramento and offers brunch and dinner cruises, special-event cruises, private cruises, and a Sacramento Historic River Cruise, a 1-hour narrated cruise that highlights the importance of the Sacramento River to Gold Rush history and its transforming influences on the city that is present today.

The **Old Sacramento Schoolhouse Museum**, located on Front Street in Old Sacramento, is a replica of the typical one-room schoolhouses found throughout America in the late 19th century. The museum's design closely matches the Canon School, which operated in the community of Brooks in the Capay Valley in Yolo County. The museum hosts exhibits and provides educational programs for students during the school year and is open, free to the public, during the day, year-round.

The **California State Military Museum**, located on 2nd Street in Old Sacramento, is the state military museum and research center, housing more than 30,000 artifacts, a library, and archives. It records and tells the stories of Californians who served in the military, stretching over two centuries, to the time when California was a Spanish colony. They host lectures and book signings throughout the year.

The **Crocker Art Museum**, located on O Street and within walking distance of Old Sacramento, was presented in 1885, in trust for the public, to the City and the California Museum Association (now the Crocker Art Museum Association). The museum is the primary regional arts institution for the study and collection of fine arts. It preserves, exhibits, and interprets works of art including the original Crocker family donation of California and European art, contemporary California art, and collections of Asian, African, and Oceanic art. The museum also provides a variety of programs and events that reach out to all ages of the community, including lectures and symposia, concerts, films, children's activities and education, and art history classes.

The Powerhouse Science Center, currently in the planning stages, will be a new high-tech science museum, located on the site of the historic Pacific Gas and Electric Company Power house building, next to Robert T. Matsui Waterfront Park, north of OSSHP, and is accessible by bike, along the river from Old Sacramento. The museum will replace the old Discovery Museum Science and Space Center and will feature an Earth and Space Sciences Center including a planetarium and Education Center, oriented to Science, Technology, Engineering, Mathematics (STEM) learning. It is scheduled to open in 2013.

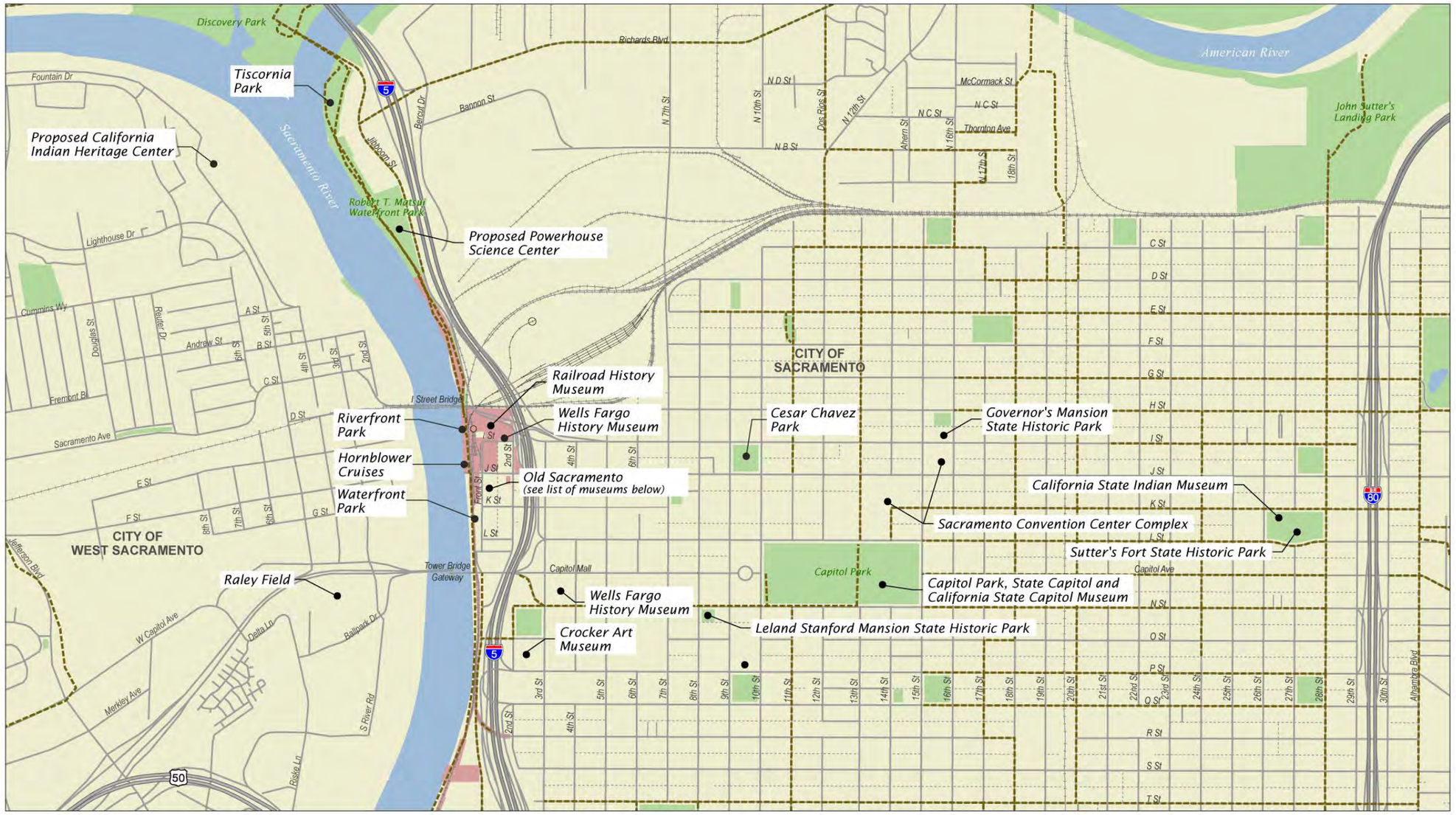
Raley Field, located across the Tower Bridge in West Sacramento, is home of the Sacramento River Cats AAA baseball team, and is a popular venue for concerts, festivals, and events.

The **Sacramento Convention Center Complex** is a full-service convention, meeting, and entertainment venue, designed to host a wide variety of events. The complex consists of the Sacramento Convention Center, the Community Center Theater, and the Memorial Auditorium, and including the Jean Runyon Little Theater.

The **Sacramento Zoo** is a local attraction in Land Park and houses more than 400 animals, collected since 1927, in a variety of natural habitat settings, exhibit areas, and protected environments. The zoo is operated by the Sacramento Zoological Society, a nonprofit organization that funds animal care and provides the visiting public with education, conservation, and recreation. The zoo borders railroad right-of-way that potentially could become an extension of the path of the existing excursion train line from Old Sacramento to the site of the former Riverside Baths, near Miller Park.

The **California Automobile Museum** (formerly the Towe Auto Museum) is located one mile south of OSSHP on Front Street. Its mission is to preserve and interpret the role of automobiles and their effects on people's lives. The museum has exhibits, regular programs and activities, and offers educational programs related to their mission. The current facility is adjacent to the SSRR tracks.

Exhibit 2-2: Local Parks, Museums, and Attractions near Old Sacramento State Historic Park



LEGEND

- Railroads
- Freeways
- Major Roads
- Parks
- Old Sacramento SHP Site
- Trails/Bikeways

Museums/Attractions in Old Sacramento:

- Railroad History Museum
- Sacramento History Museum
- Wells Fargo History Museum
- California State Military Museum
- Old Sacremanto Schoolhouse Museum

AECOM

0 600 1,200
FEET

NORTH

Base Map: CA State Parks
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2.2 PARK LAND USES AND FACILITIES

2.2.1 PARKWIDE LAND USES

OSSHP, including CSRM, covers approximately 14 acres of State Parks lands in the northern portion of Old Sacramento. Except for a portion of the Sacramento riverfront, the lands within OSSHP have been developed and consist primarily of a cluster of commercial buildings, streets, pedestrian pathways, and a rail line. Though the broader Old Sacramento Historic District appears as one connected area, the district is owned by a mix of private property owners, the City, and State (i.e. State Parks and California State Lands Commission), as shown in the Exhibit 1.2. Easements between State Parks and the City are provided along I and J Streets and other crossings of the excursion train line. The City grants the State a permanent easement for the excursion train right-of-way area through Old Sacramento on their property and a long-term master lease on the parcel occupied by the Freight Depot. The Freight Depot building, itself, however, is State owned. The CSLC has jurisdiction on submerged lands and navigable waterways, including the portion of the project in the Sacramento River, between the I Street Bridge and J Street that abuts State Park property. The City has a master lease with the CSLC through June 2035 for the use and maintenance of docks, walkways, access ramps, floating vessels, and any other structure appurtenant to development of the lease area for mooring vessels. Coordination with the City and CSLC is necessary for any proposed future improvements along the OSSHP riverfront. State Parks is in the process of acquiring the Central Shops buildings for the development of the Railroad Technology Museum, as part of future land swap negotiations, in connection with the Railyards development.

In addition, as described in Section 2.6, a number of business groups, historic organizations, non-profit partners, and other entities help fund and operate activities and programs that take place in OSSHP including the California State Railroad Museum Foundation, Historic Old Sacramento Foundation, Old Sacramento Business Association, Sacramento Trust for Historic Preservation, Sacramento Convention and Visitors Bureau, the City of Sacramento, Downtown Sacramento Partnership, and the Sacramento Association of Museums, among others. Due to the complex ownership patterns and entities involved in the operation and management of Old Sacramento, planning in OSSHP must happen in coordination and collaboration with the various entities and partners in Old Sacramento.

OSSHP restores, reconstructs, and recreates the site of the earliest development in Sacramento-the city's original embarcadero and Gold Rush commercial scene (presently the grass area known as the 1849 Scene) on the first subdivided lots in the city. The primary focus of OSSHP is to interpret the historical uses of the area, particularly Sacramento's early commercial heritage and role as a distribution center during the California Gold Rush; significance as the terminus for the Pony Express, first transcontinental telegraph message, and first transcontinental railroad; and influence as State Capitol of California.

Structures within OSSHP, including the facilities of CSRM, and their current uses, are:

- The recreated structures of the 1849 Scene—the **Tehama Block Building**, **Eagle Theatre**, and **Connecticut Mining and Trading (CM&T) Company Building**—are built at the current, higher grade of the park, one story above the original grade of the interpreted scene, and contains concessions, offices, library, and museum spaces. The grass lawn area is used as an entertainment space for special events and historic and educational programming, such as the Sacramento Jazz Fest, Gold Rush Days, and the Pan-Pacific festival. It is also used as a picnic area for school groups and casual visitors to the park.
- The **B. F. Hastings Building**, on the southwest corner of 2nd Street and J Street, and one of the oldest original structures in Old Sacramento, houses a visitor center and the Wells Fargo History Museum on the ground floor; and preserves the room of the first California Supreme Court Chambers on the second floor. The museum is currently undergoing restoration and will be open to the public as a house museum, interpreting the original Supreme Court Chamber location. The basement of the B.F. Hastings Building is one of the venues visited on the Old Sacramento Underground Tours.
- **Pony Express Plaza**, a small pocket park across 2nd Street from the B.F. Hastings Building, containing benches, commemorative plaques, and a Pony Express statue that commemorates the B. F. Hastings Building in Sacramento, as the terminus of the Pony Express.
- The relocated and reconstructed **Big Four Building**—interpreting the Huntington, Hopkins & Company Hardware Store; Stanford Hall; and CPRR headquarters from the early 1860s to the mid-1870s—is used as a house museum/concession and multipurpose meeting and event space on the ground floor, with office space, a library, and a reading room on the second floor.
- The N. **Dingley's Steam Coffee and Spice Mill** (Dingley Spice Mill Building), a historic building in its original location, restored to represent its 1860s appearance, is currently used for office space and storage, and as a temporary ticket booth for events.
- The **California State Railroad Museum** (CSRM) facilities, comprised of:
    - the **Railroad History Museum (RHM)** is the primary exhibit facility of CSRM, with over 225,000 square feet of exhibit space open to the public, more than 20 restored locomotives and railroad cars, and a railroad turntable, at the west end of the museum;
    - the reconstructed **Central Pacific Railroad Passenger Station** (CPRR Passenger Station), complete with ticket office, telegraph office, waiting rooms, is open to the public for tours and used for school programs;
    - the reconstructed **Central Pacific Railroad Freight Depot** (CPRR Freight Depot), with several market concession spaces, the SSRR ticket office is the departure and arrival location for the SSRR;

- the **Sacramento Southern Railroad excursion train** provides a 40-minute guided trip along the Sacramento River, from Old Sacramento to the site of the former Riverside Baths, just south of Miller Park; and
- A new **Railroad Technology Complex** with a Railroad Technology Museum (RTM) in two historic Central Shops at the Railyards site.

Other visitor facilities and uses offered at the park include:

- bike trails connecting to the Sacramento River Parkway Multi-Use Trail;
- Riverfront Park; and
- an interpretive sign for the sunken Gold Rush–era ship at the foot of J Street.

In addition to the existing land uses within Old Sacramento, the planning area for OSSHP includes an existing railroad right-of-way, owned by State Parks and others, formerly used by the SSRR between 1908 and 1977. The railroad right-of-way runs from a connection with the Union Pacific Railroad (UPRR) near OSSHP, south to the small riverside town of Hood, a distance of more than 16 miles, of which 12 miles are in the planning area for OSSHP and approximately four miles of track within the Land Park and South Land Park neighborhood, between approximately 200 feet south of South Land Park Drive and the Interstate 5 overpass in the Pocket Meadowview area are currently owned by the Sacramento Regional Transit (RT) District. At present, the SSRR excursion train travels from Old Sacramento on the northern three miles of track, to Baths. Along this stretch, from milepost (MP) 0.0 to MP 3.0, the track parallels the Sacramento River. South of the former Riverside Baths site, the track passes over Interstate 5 and travels into Land Park. Adjacent to the Zoo, between the I-5 crossing and Sutterville Road, the track is elevated, with views of backyards fences and in some areas, views of yards and residences that are located below the levee. Existing at-grade crossing and crossing gates, with flashing lights are present at Sutterville Road and South Land Park Drive. The adjacent segment of the right-of-way through South Land Park and South Land Park Hills includes lands owned by RT and are not part of the planning area for OSSHP. Within the RT owned right-of-way segment, urban land uses, including single family residential homes, are closely bordered by the SSRR right-of-way. The planning area picks up again in the Pocket-Meadowview neighborhood, near the I-5 overcrossing and comes into the town of Freeport at MP 8.5, where it again joins the Sacramento River and parallels the river to MP 10.1. From this point, the tracks head inland to Hood-Franklin Road (MP 15.5), crosses over to Hood Junction, and then travels into Hood.

2.2.2 VISITOR USES AND RECREATION RESOURCES

OSSHP is one of the most popular and visited parks in the State Parks system. As an urban park located in the city, it is easy to access and provides sufficient facilities to be of interest to a wide range of visitors. This section describes existing visitation patterns, provides a visitor profile, and describes visitor access, opportunities, and primary destinations and activities.

VISITATION PATTERNS

Table 2-1 summarizes attendance in OSSHP by fiscal year, based on records from the Capital District that include visitation to CSRM and the excursion train. It does not show attendance in the remaining areas that are open on a 24-hour basis without an admission fee, such as public events or programs and outdoor exhibits; nor, does it reflect the presence of visitors to the historic district who come for shopping, dining, entertainment, and sightseeing experiences. These visitor numbers have not been historically tracked for OSSHP. Visitor numbers and descriptions for tours and interpretive programs are provided in Section 2.5.9.

Table 2-1: Visitation to Old Sacramento State Historic Park

Fiscal Year	Paid Day Use	Free Day Use[1]	Total
2003–2004	168,515 (35%)	313,705 (65%)	482,220
2004–2005	247,545 (50.4%)	243,510 (49.6%)	491,055
2005–2006	188,591 (42.6%)	254,090 (57.4%)	442,881
2006–2007	185,292 (42.2%)	253,862 (57.8%)	439,154
2007–2008	184,740 (43%)	244,847 (57%)	429,587
2008–2009	173,990 (39.1%)	270,996 (60.9%)	444,986
2009–2010	166,118 (29.4%)	399,858 (70.6%)	565,976
2010–2011			598,1752

Notes:

[1] Free day use to the California State Railroad Museum, excursion train, and other sites is provided to Railroad Museum members, guests of Railroad Museum members, children age 5 and under, school groups, and those with a Sacramento Convention and Visitors Bureau gold card, and during the Sacramento Association of Museums Museum Day.

[2] Based on corrected totals reported to the Sacramento Convention and Visitors Bureau.

Source: Capital District 2011

The attendance numbers indicate that total visitation to the railroad museum and excursion train facilities have fluctuated from lows of approximately 305,000 in the 2002–2003 fiscal year to a high of 600,000 in the 2010–2011 fiscal year, but shows that visitation overall has steadily increased over the past 10 years. Attendance at the major attraction, CSRM's RHM, has remained fairly steady, with approximately 300,000 guests annually. The excursion train has steadily increased its ridership since 2004.

Outdoor living history and community events, utilizing the 1849 Scene, have also seen steady increases. Other specific attractions (the Passenger Station; the Huntington, Hopkins & Company Hardware Store; and the Eagle Theatre) have seen fluctuations and overall decreases during the same period, related to a combination of staffing limitations and facility repair and maintenance challenges.

Some of the fluctuations in attendance have been influenced by programs and events and changes to the park over time. For example:

- Lowering adult admission fees to museums and offering free admission to all children and youth caused a surge in free day use from 2001 to 2003. A surge in paid day use occurred in 2004 when youth admission fees were restored.

- Special events involving the SSRR had major effects on overall ridership in 2001–2002 and 2002–2003 (Day Out with Thomas) and 2008 and 2009 (The Polar Express Train Ride).
- Major outdoor community events, although always a fixture of the 1849 Scene, increased in number over the years and OSSHP has become more diligent in counting the resulting visitation.

Important events affecting tourism such as gas price increases, construction of Interstate 5 (I-5) through Downtown Sacramento, and the general economic recession do not appear to have had substantial long-term negative effects on visitation. Because of its urban location, OSSHP is a natural choice for local residents' leisure activities whenever economic circumstances limit out-of-town travel.

Historic monthly attendance records, provided by the Capital District, also show the strongest attendance levels to OSSHP between the months of April and September, corresponding with popular programs and events, the summer vacation schedule, and the months (especially in May and September) when outdoor temperatures in Sacramento are most pleasant.

Projected visitation for the proposed RTM, studied in the *Feasibility Analysis for the Railroad Technology Museum* (ERA 2008), estimates attendance levels ranging from a low of 220,000 to a high of 419,000 visitors annually during a stable year, and a medium potential attendance level of 320,000. These estimates assume an opening year of 2012 and operation of the museum by 2014. They are based in part on historic growth rates for the RHM between 2004 through 2007, the proposed concept and program for the facility, studies of the experience and attendance levels at comparable museums, local market demographics, residential and visitor conditions, and the local competitive environment of proposed new projects in the Downtown Sacramento area.

VISITOR PROFILE

Recent surveys suggest that the major defining characteristic of visitors coming to the RHM is their age group. More than 30 percent of them were age 5 and under. More than 25 percent were age 26–40, and many of these were the parents of younger visitors.

The museum does not compile regular statistical information regarding gender, ethnic origin, and income ranges for visitors. Data are available regarding group visitation (students and youth in particular), as differentiated from individual tourist and family guest visits. Student groups are an important contributor to park visitation counts, particularly in the winter and spring.

Visitor origin appears to have remained relatively stable, although the most recent surveys suggest a higher proportion of locals than was noted previously. Approximately one-third of visitors came from within a one-hour radius of OSSHP (from the Sacramento metropolitan area and immediate environs). Another third came from within a one- to two-hour radius (including the Bay Area). The final third came from Southern California and surrounding states.

VISITOR ACCESS

Visitor access and transportation to and within OSSHP, summarized in this section, is further described in the transportation study (Fehr and Peers 2010) and included in this General Plan as Appendix B.

ACCESS TO OLD SACRAMENTO STATE HISTORIC PARK

Access to OSSHP is mainly via private automobile, although the park is also accessible by the Sacramento River Parkway Multi-Use Trail and a pedestrian route from the adjacent Amtrak Station. The location of the park is immediately adjacent to I-5, with major city streets directing exiting freeway traffic to the park. There are five access points into OSSHP, as shown in Table 2-2.

Table 2-2: Access Points to Old Sacramento State Historic Park

Access Point	Motor Vehicle Access	Bicycle/Pedestrian Access
Neasham Circle	✓	✓
Front Street	✓	✓
K Street		✓
I Street	✓	✓
Sacramento River Parkway Multi-Use Trail		✓
2nd Street	✓	✓

Wayfinding signage is good from most directions, including for those visitors arriving via Downtown Sacramento surface streets. I Street also serve as a pedestrian connection to Amtrak and RT's light rail station on H Street. Although the I Street route is well marked, it passes by a parking lot, located beneath a freeway interchange (the J Street exit, off southbound I-5).

ACCESS WITHIN OLD SACRAMENTO STATE HISTORIC PARK AND FUTURE ACCESS OPPORTUNITIES

Existing access in OSSHP includes a well-connected street grid, providing access and connections to the businesses and attractions in Old Sacramento. Streets within OSSHP have two travel lanes and a mixture of parallel and on-street parking, except the portions of I Street west of Commonwealth Alley and portions of Front Street north of J Street that are closed to vehicular traffic. Streets in OSSHP are lined with sidewalks or wood plank decks, raised above the roadway, and include sidewalk ramps that comply with the Americans with Disabilities Act (ADA) regulations. A 30-foot-wide, City-managed boardwalk provides access along the Old Sacramento riverfront that begins north of J Street. Future vehicular, transit, and bike and pedestrian access opportunities to OSSHP will need to be considered, in association with projects surrounding Old Sacramento. The following are significant local development projects that have implications for future development of transportation connections in Old Sacramento.

The Bridge District Specific Plan envisions a large mixed-use development west of the Sacramento River and will expand West Sacramento's riverfront promenade. New commercial and residential development in this area will increase the number of patrons to Old Sacramento and the amount of traffic across the Tower Bridge.

The I-5 Riverfront Reconnection Project realigns and reconfigures Neasham Circle between L Street and O Street, raising the streets to align with other city streets, and connects with Front Street south of Capitol Mall and with 2nd Street, north of Capitol Mall. It also constructs a new overcrossing of I-5 at N Street, and a new at-grade intersection and bike and pedestrian improvements at 2nd Street and Capitol Mall. The street realignment introduces an additional south connection and gateway from Downtown Sacramento to Old Sacramento, and provides improved and widened sidewalks and Class II bike lanes on Capitol Mall.

The Sacramento River Crossings Alternative Study, an ongoing study, explores new crossings of the Sacramento River, as well as, modifications to existing crossings to improve connectivity between Sacramento and West Sacramento. To date, six potential new crossing locations have been identified, but no final decisions have been made. Four of these six proposed crossing locations are within one mile of Old Sacramento. Modifications to the Tower Bridge or I Street Bridge potentially may improve pedestrian and bicycle access to OSSHP and increase the level of activity along the riverfront as well as the attractiveness of Old Sacramento as a destination.

Development of the **Sacramento Valley Station and Intermodal Transportation Facility** is part of plans for the future Railyards redevelopment, a site north of Old Sacramento, envisioned to be a transit-oriented, mixed-use district. The Railyards project will replace the existing railroad track and straighten the existing railroad track alignment about 500 feet north of the track. The plan will change the northern boundary of OSSHP, with the relocation of the existing tracks. The track reconfiguration and development of the intermodal transportation facility will provide opportunities for new vehicular, bike, and pedestrian connections to OSSHP from the north and connections to the city's future transit hub.

The Streetcar Project, initiated in 2006 and jointly undertaken by the Cities of Sacramento and West Sacramento, assessed the feasibility of connecting the two cities with a streetcar across the Tower Bridge. The study identified several possible alignments with a proposed western terminus at the West Sacramento Civic Center and a proposed eastern terminus at the Sacramento Convention Center. The City of Sacramento is in the process of a citywide effort to evaluate streetcar alignments that could provide additional transit connections to Old Sacramento and the future Railyards and Sacramento Intermodal Transportation facility.

SACRAMENTO REGIONAL TRANSIT DISTRICT PLANNING PROJECTS

Two important light rail transit improvement projects are on the priority list for RT's 10-year program: the **Downtown-Natomas-Airport Corridor project** (green line) and the **South Line Phase 2 Light Rail Extension project** (blue line). The planned green line corridor would extend light rail from Downtown Sacramento to the River District, through the Natomas community, and ultimately to Sacramento International Airport. The first-phase extension of the green line

to the River District is scheduled to be completed and begin operation in early 2012. The Phase 2 extension of the blue line is proposed to begin service in 2015 and would add 4.3 miles of track to the blue line, extending light rail tracks from the Meadowview Station to Cosumnes River College.

TRAVEL DISTRIBUTION PATTERNS

Overall, the existing roadway system within the OSSHP planning area operates efficiently during weekday a.m. and p.m. peak hours. Drivers typically do not experience long delays or substantial vehicle queues at these hours, except during special events. Exhibit 2-3 displays the existing a.m. and p.m. weekday peak-hour traffic volumes, as well as the current lane configurations and traffic controls present at each of the six study intersections. Table 2-3 summarizes the existing peak hour intersection operations at the study locations.

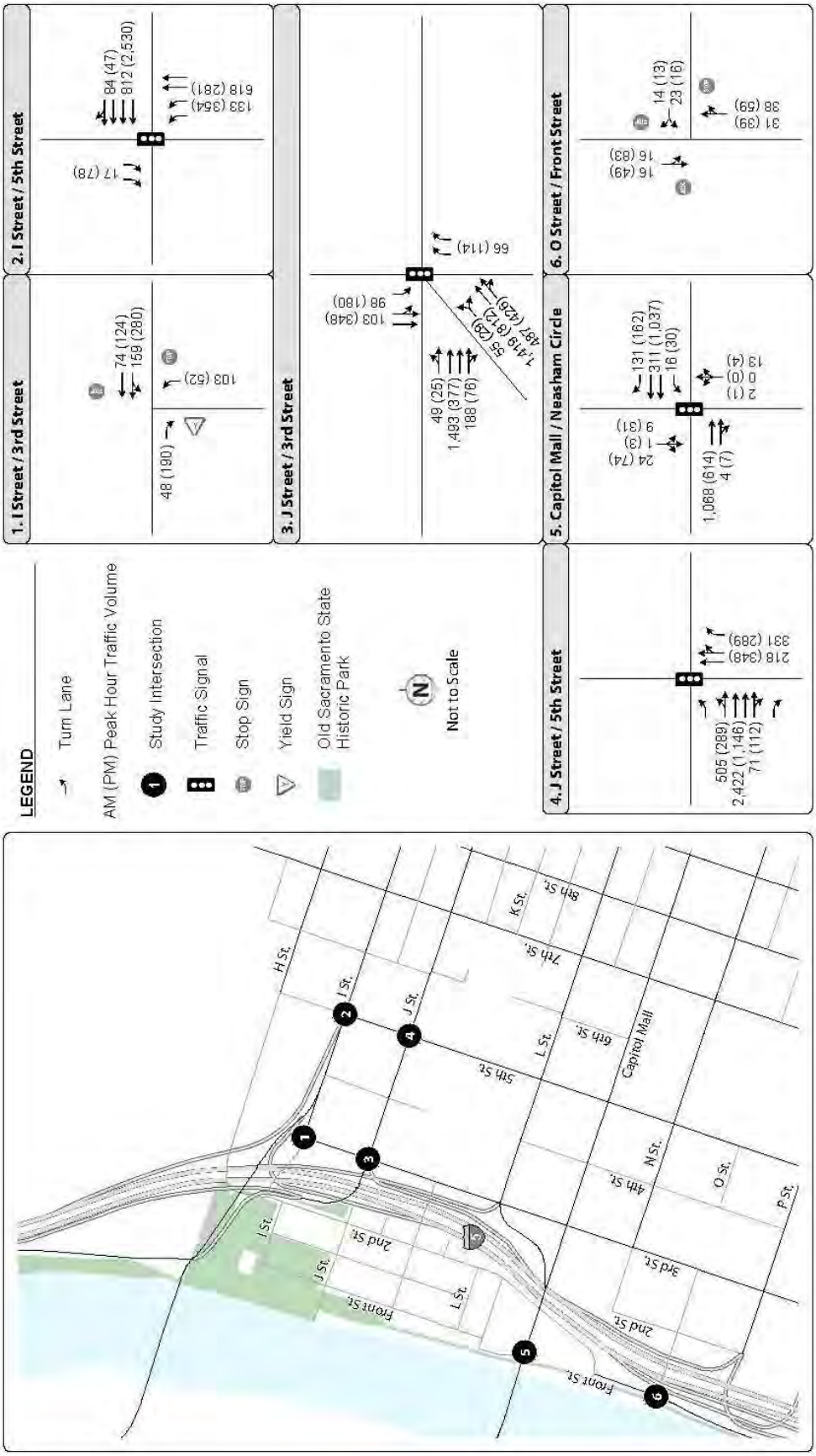
Table 2-3: Intersection Levels of Service

Intersection	Control	Peak Hour	Delay[1]	Level of Service
I Street/3rd Street	All-Way Stop	a.m. p.m.	8 9	A A
I Street/5th Street	Traffic Signal	a.m. p.m.	13 16	B B
J Street/3rd Street	Traffic Signal	a.m. p.m.	58 37	E D
J Street/5th Street	Traffic Signal	a.m. p.m.	16 16	B B
Capitol Mall/Neasham Circle	Traffic Signal	a.m. p.m.	5 5	A A
O Street/Front Street	All-Way Stop	a.m. p.m.	7 8	A A

Notes:
[1] Average intersection delay is reported in seconds per vehicle for all approaches.
Source: Fehr & Peers 2011

As shown in Table 2-3, all signalized and unsignalized intersections currently operate within acceptable levels of service (LOS), at LOS E or better. The intersection of 3rd and J Streets is the most congested study location, primarily because of competing traffic flows entering Downtown Sacramento from the northbound and southbound I-5 off-ramps. The three intersections providing motor vehicle access into and out of Old Sacramento—3rd Street and I Street, Capitol Mall and Neasham Circle, and Front Street and O Street—operate with low levels of delay, at LOS A during a.m. and p.m. peak hours.

Exhibit 2-3: Peak-Hour Traffic Volumes and Lane Configurations



Bicycle travel through OSSHP serves several types of bicycle users: 1) commuters accessing the Sacramento River Parkway multi-use trails from the upriver and downriver neighborhoods to Downtown Sacramento and West Sacramento; 2) recreational riders traveling between the upriver and downriver sections of the Sacramento River Parkway Multi-Use Trail; and 3) utilitarian riders traveling to businesses, entertainment venues, historic points of interest, and other destinations in Old Sacramento.

TRANSPORTATION SERVICES

Public transit to OSSHP includes RT's bus and light rail service, Amtrak's passenger train, and the Capitol Corridor passenger train. Long-distance and regional rail passenger trains arrive at and depart from the Sacramento Valley Station, just two blocks from OSSHP. In particular, the frequent daily trains to and from San Francisco and Oakland provide an excellent alternative for visitors from these cities, who otherwise, would have to drive on frequently congested interstate highways to reach Sacramento. Light rail service, provided by RT, also arrives and departs from the Sacramento Valley Station and provides connections to many areas of the Sacramento metropolitan area via transfers to buses. RT's local bus service also is available on nearby surface streets, including I, J, and 2nd Streets, adjacent to OSSHP.

PARKING

Ample public parking lots, immediately adjacent to OSSHP and operated by the City, are available to visitors for a fee. Also available within the historic district are metered on-street parking spaces, although available spaces are usually hard to find by midday and are time-limited to just 90 minutes between 10 a.m. and 8 p.m. daily. Parking is affected during major special events, such as Sacramento Museum Day (a free event), the Sacramento Jazz Festival, and Gold Rush Days. Adjacent public parking lots (located within two to three city blocks) are used for overflow parking during these events. Street parking often is completely unavailable during major special events because of associated street closures within Old Sacramento.

Approximately 11,000 off-street parking spaces are within one-quarter mile of Old Sacramento (City of Sacramento: 2010). Although numerous parking spaces are within a close walk of Old Sacramento's attractions, many visitors make use of two parking decks, located in Old Sacramento and owned by the City, that provide 1,329 parking spaces. In addition to these City-owned decks, three privately owned decks at the Westfield Downtown Plaza mall combine to offer nearly 4,000 parking spaces. These spaces are located on the opposite side of I-5 from Old Sacramento and are connected to Old Sacramento via the K Street pedestrian/bicycle tunnel.

Public bicycle parking in OSSHP is currently available in the courtyard space between the Dingley Spice Mill Building and the Railroad History Museum. Employee bicycle parking is also available nearby in the courtyard area of the Railroad History Museum.

VISITOR OPPORTUNITIES

OSSHP is a special attraction for several reasons. It occupies a central place in California history, having originated as the "embarcadero" of the California Gold Rush. The Pony Express and

transcontinental telegraphs terminated here. The first railroad west of the Rocky Mountains started here, and the world's first transcontinental railroad broke ground and had its first terminal facilities here. The historic attraction value of OSSHP cannot be understated. Old Sacramento also is a place of beauty and reflection. Its graceful, older architectural forms and open spaces are special vantage points from which to view a spectacular natural feature, the Sacramento River, surrounded by a built environment dating from the 19th century.

PRIMARY VISITOR DESTINATIONS AND ACTIVITIES

OSSHP is a day-use-only park, with no overnight camping available. OSSHP has historic buildings and museums that represent the cultural history of the region and city. Primary visitor destinations in OSSHP include the RHM; 1849 Scene; Freight Depot and Passenger Station; SSRR excursion train rides; Huntington, Hopkins & Company Hardware Store; Eagle Theatre; B. F. Hastings Building; and Pony Express Plaza.

Among these destinations, the RHM is the most-visited single attraction, with approximately 300,000 annual visitors. The SSRR excursion train rides, which operate from the Freight Depot and Passenger Station, account for another 80,000 annual visitors. The station is the setting for educational programs and public tours, and doubles as a special-event venue for several community and Railroad Museum events.

Major outdoor events occur regularly at the 1849 Scene; this area accounts for 150,000–200,000 annual visitors, depending on the number and size of events in a given year. Seasonal street theater performances began in 2010 to enliven the area. The Eagle Theatre hosts school groups learning about Sacramento history, serves as a tour stop for guided tours of Old Sacramento, and features an orientation film on Sacramento history.

The B. F. Hastings Building serves as the Old Sacramento Visitors Center and houses a Wells Fargo Museum (concession), and the building's basement is one of the primary attractions of guided Old Sacramento Underground tours.

The Sacramento History Museum, owned by the City and operated by the Historic Old Sacramento Foundation, serves as the starting point for the Old Sacramento Underground Tours. The Sacramento History Museum focuses on the history of the City and County of Sacramento and is a popular visitor destination.

OSSHP includes a segment of the Sacramento River and riverfront between J Street and the I Street Bridge, including a half mile of the Sacramento River Parkway Multi-Use Trail. The Sacramento River waterfront features a bicycle and pedestrian trail running along the top of the levee and floodwall, with overlooks at key locations and a sunken Gold Rush–era ship. The bike trail, which feeds into regional bike trails including the American River Parkway, is well-used by both locals and visiting pedestrians and bicyclists.

Also, visitor programs-museum interpretive tours, historic walking tours, living history activities such as Gold Rush Days, summer street theatre, changing exhibitions, school programs, train

rides, and special events (e.g., the Polar Express, the Sacramento Jazz Fest, World Music and Dance Festival, and Theatre of Lights) occur throughout Old Sacramento during the year (see Section 2.5.3 for more information).

A summary of the visitor destinations and activities in OSSHP is provided in Table 2-4.

Table 2-4: Old Sacramento State Historic Park Visitor Destinations and Activities

Facility	Existing Visitor Activities
California State Railroad Museum RHM	Permanent and traveling exhibits on railroad history; formal museum experience, including tours, theaters, museum store, and school programs; visitor information/orientation; restrooms
Big Four Complex - Big Four Building and N. Dingley's Steam Coffee and Spice Mill	Huntington, Hopkins & Company Hardware Store (exhibit and retail store); Stanford Gallery (meeting space); and the California State Railroad Museum Library (library with reading room)
B. F. Hastings Building	Wells Fargo Museum bank history exhibits (first floor); Visitor Center for visitor information/orientation and Exhibition on Westward expansion; California Supreme Court (second floor); Old Sacramento Underground Tours (basement level)
Pony Express Plaza	Viewing of statue and plaque; seating area
CPRR Passenger Station (reconstructed)	Viewing of ticket office, baggage room, and train shed displays; summer performances; special event venue; restrooms
CPRR Freight Depot (reconstructed)	Ticketing and departure point for excursion train; restrooms; interpretive exhibits
Eagle Theatre (reconstructed)	Free docent-led tours and computerized slide shows covering early Sacramento history; summertime period melodramas and musical entertainment; July–August Saturday evening silent films; visitor information/orientation
Tehama Block Building (reconstructed)	Reconstructed historic 1850 wood construction building designed in the Greek Revival style; an interpretive concession; Skalet Family Jewelers occupies the first floor
Connecticut Mining and Trading Company or McDowell Building (reconstructed)	Exterior is an example of an 1849 wood frame and canvas structure; public safety office inside; no public facilities
Riverfront Park/Sacramento River shoreline with informal trails and water access	Nature and river viewing, walking, cycling
Sunken Gold Rush–era ship	Viewing of interpretive sign only
Sacramento River Parkway Multi-Use Trail	Walking and cycling
Excursion train and train tracks	Steam-powered train ride on approximately three miles of track, between Old Sacramento and the site of the former Riverside Baths
Riverfront embarcadero and docks	Walking, river and nature viewing
Open grassy area (the "1849 Scene")	Picnic tables, open space, and event venue

2.3 SIGNIFICANT RESOURCE VALUES

2.3.1 PHYSICAL RESOURCES

TOPOGRAPHY

OSSHP is located on alluvial deposits of the Sacramento and American Rivers, which begin within one mile of the rivers' confluence. The ground surface elevation is approximately 25 feet above mean sea level. This area in Old Sacramento is relatively flat and mostly covered with paving and structures. The area along the Sacramento River north of the I Street Bridge has a paved, flat bike trail and slopes approximately 45 degrees down to the river edge, which is covered with riprap. The RTM site is mostly flat and sparsely vegetated.

The OSSHP planning area on the SSRR right-of-way runs from OSSHP south to the small riverside town of Hood. From MP 0.0 to MP 3.0, the railroad right-of-way parallels the Sacramento River along the levee top. From this point it crosses I-5 on a bridge and passes into a heavily residential area for approximately 4.5 miles (this includes the 4-mile RT portion not included in the planning area), sometimes running on top of a former secondary levee and sometimes at the grade of adjacent land where the old levee has been removed. Leaving the residential area and crossing Meadowview Road at grade at MP 7.5, the railroad right-of-way passes under an I-5 bridge (also the transition from RT property to state property), rises back up onto the levee top, again joins the Sacramento River, continues on to the town of Freeport at MP 8.5, and parallels the river to MP 10.1. From this point it heads inland on a secondary levee to Hood-Franklin Road (MP 15.5), crosses to Hood Junction (MP 15.6), and then into the town of Hood (MP 16.3), where it again meets the Sacramento River.

CLIMATE

OSSHP is located in the Sacramento Valley, which forms the northern third of the Central Valley of California, an asymmetrical trough located between the Coast Ranges to the west and the Sierra Nevada to the east. The Sacramento Valley is characterized by hot, dry summers and cool, rainy winters. Most precipitation occurs during the winter months. The average winter temperature is 49 degrees Fahrenheit (°F), while summer temperatures can exceed 100°F.

During the summer months, wind in the Sacramento area blows predominantly from the south-southwest; this wind pattern is referred to locally as the "Delta breeze." The Delta breeze is a strong onshore atmospheric flow that develops in the Delta at the Carquinez Strait, typically in the early afternoon. As the afternoon progresses, the sea-breeze front advances into the interior Central Valley, bringing relatively cool and humid marine air into the region. The Delta breeze can cool the air in the Sacramento area by anywhere from 5°F to 10°F, and can increase wind speeds in the Sacramento area by 5 to 10 miles per hour (mph).

During the winter months, in the absence of storm systems, wind in the Sacramento area generally is subject to the downslope flow of colder air from the mountains, which can result in radiation fog (or "Tule fog") in the morning hours, as well as potentially create massive banks of

fog in the Sacramento Valley. Up-valley winds and/or increases in temperature from solar radiation usually develop and disperse the fog by late morning.

Separate from the generation of radiation fog, during the winter months the Sacramento region is subject to regular occurrences of temperature and humidity conditions that result in the creation of fog. Fog droplets form when the relative humidity of the air reaches saturation (100 percent). Cooler air can hold less moisture than warmer air; therefore, at lower temperatures, saturation and the accompanying development of fog can occur with less total moisture in the air. Various combinations of humidity and temperature can result in the formation of fog, with fog occurring more frequently when temperatures are cool, and rarely or not at all when temperatures are warm. This relationship between temperature and humidity is reflected in monthly average relative-humidity values for Sacramento. From December through February, average relative humidity ranges from 83 to 91 percent during the cooler morning hours and from 46 to 70 percent during the warmer afternoon hours (NOAA 2010). During the summer months, May through August, average relative humidity ranges from 77 to 83 percent in the morning and from 29 to 38 percent in the afternoon (NOAA 2010).

During winter storm events, wind speeds increase and the wind direction often changes from the south to the south-southeast. Wind gusts ahead of a storm front can be strong; gusts of 50 mph in the Sacramento area are not uncommon. Storms with heavier rainfall amounts are most common during the early spring because more solar heating occurs at this time, which produces greater atmospheric instability. Spring storms in the Sacramento Valley can include hail.

Cold, dry air that typically settles over Oregon and the Great Basin during the winter months can produce gusty north winds blowing down the Sacramento Valley, particularly in the early morning hours. Depending on the strength of the weather system, these north winds can induce a chance for freezing or near-freezing temperatures during the early morning hours (Cunningham 2003; Pierce and Gaushell 2005; Wesley 2001).

AIR QUALITY

OSSHP is located in Sacramento County, California, which is within the Sacramento Valley Air Basin (SVAB). The ambient concentrations of air-pollutants are determined by the amount of emissions released by air-pollutant sources and the atmosphere's ability to transport and dilute such emissions. Natural factors that affect transport and dilution include terrain, wind, atmospheric stability, and sunlight. Therefore, existing air-quality conditions in the area are determined by such natural factors as topography, meteorology, and climate, in addition to the amount of emissions released by existing air-pollutant sources, such as automobiles, incinerators, various industrial sources, combustion devices, and construction operations.

The mountains surrounding the SVAB create a barrier to airflow, which leads to the entrapment of air pollutants when meteorological conditions are unfavorable for transport and dilution. The highest frequency of poor air movement occurs in the fall and winter, when high-pressure cells are present over the SVAB. The lack of surface wind during these periods, combined with reduced vertical flow caused by a decline in surface heating, reduces the influx of air and leads

to the concentration of air pollutants under stable metrological conditions. Surface concentrations of air-pollutant emissions are highest when these conditions occur in combination with agricultural burning activities or with temperature inversions, which hamper dispersion by creating a ceiling over the area and trapping air pollutants near the ground.

May through October is ozone season in the SVAB. This period is characterized by poor air movement in the mornings and the arrival of the Delta sea breeze from the southwest in the afternoons. In addition, longer daylight hours provide a plentiful amount of sunlight to fuel photochemical reactions between reactive organic gases and oxides of nitrogen, which result in ozone formation. Typically, the Delta breeze transports air pollutants northward out of the SVAB; however, a phenomenon known as the Schultz Eddy prevents this from occurring approximately half of the time, from July to September. The Schultz Eddy phenomenon causes the wind to shift southward and blow air pollutants back into the SVAB. This phenomenon exacerbates the concentration of air-pollutant emissions in the area and contributes to violations of the ambient-air-quality standards.

GEOLOGY

REGIONAL GEOLOGIC HISTORY

OSSHP is located in California's Sacramento Valley within the northern portion of the Central Valley geomorphic province. The Sacramento Valley is bounded by the foothills of the Sierra Nevada to the east, the Coast Ranges to the west, and the Cascade Range and Klamath Mountains to the north. The geology of the Central Valley incorporates thick sequences of alluvial sediments, derived primarily from erosion of the Sierra Nevada range to the east and to a lesser extent from erosion of the Cascade and Klamath mountain ranges to the north. Sediments from these mountain ranges were transported downstream and laid down as river channel and floodplain deposits and alluvial fans. The planning area vicinity is underlain by Holocene-age alluvium, which generally is composed of unweathered gravel, sand, and silt, deposited by the present-day stream and river systems that flow through the Sacramento area.

The basement rock underlying the Central Valley, including the Sacramento area, is a complex of metamorphosed Paleozoic (at least 245 million years old) and Mesozoic (at least 66 million years old) sediments, volcanics, and granites extending west from the Sierra Nevada. Overlying the basement rock is a sequence of siltstone, claystone, and sandstone about 60,000 feet thick and predominantly of marine origin. Overlying the sedimentary rock layer is approximately 3,000 feet of fluvial-deposited sediments, eroded from the mountains to the north and east. The two uppermost sequences of these fluvial sediments found in Sacramento are named the Victor and Laguna formations (California Geological Survey 1966). The Victor formation forms the natural ground surface and consists of channel sands and gravels, and overbank deposits of silt and clay extending as much as 100 feet below the ground surface. The Victor formation overlies the Laguna formation, which is about 200–300 feet thick and consists of silt, clay, and sand with lenses (layers) of gravel. The gravel lenses slope and thicken toward the west. The mixture of particle size in both formations varies widely (Harding Lawson Associates 1990).

FAULTS AND SEISMICITY

The Sacramento area is in a location of relatively low seismicity, but two notable events have occurred here. 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 chimneys cracking (Sacramento County 1993). This earthquake is thought to have occurred on the Coast Range–Sierran Block Boundary Zone 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 OSSHP are the Dunnigan Hills (Zamora) Fault, located 19 miles northwest of the planning area; 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, approximately 22 miles east of OSSHP; and the Green Valley Fault, 42 miles southwest of OSSHP. 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) also may affect OSSHP. 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

OSSHP is located in the floodplain of the Sacramento River, south of the confluence of the American and Sacramento rivers. The soil map unit for this area is Sailboat-Scribner-Cosumnes (U.S. Department of Agriculture 1993). The major soils within this map unit occur on low floodplains, have a high seasonal water table, and are protected from flooding by levees. The parent material of the Sailboat soils and some of the parent material of the Cosumnes soils was derived from hydraulic mining and gold dredging debris that washed down from gold-mining activities, occurring upstream on the American River during the years that followed the Gold Rush of 1849 (U.S. Department of Agriculture 1993). The Sailboat and Cosumnes soils are very deep, somewhat poorly drained and typically consist of silt loam on the surface layer. The Scribner soils, which occur on the edges of backswamps, are very deep, poorly drained and typically consist of clay loam on the surface layer. In the areas used for urban development, the main limitations of these major soils are the depth to a high seasonal water table and the hazard of flooding.

The minor soils that underlie the Sailboat-Scribner-Cosumnes unit and occur on the OSSHP site are Orthents-Urband land complex and Urband land. The Orthents are fill soils in low floodplains, used for elevating the land surface to reduce the hazard of flooding. They formed in fill material derived from nearby soils and sediments of mixed origin. Both Old Sacramento and the site of the Railroad Technology Complex are built on fill land, mostly made up of sandy alluvial silt and clay material taken from the former American River bed in the 1860s-70s up to a

depth of approximately 15 feet. The Orthents are very deep, somewhat poorly drained, and altered. Permeability in Orthents is moderately slow to moderately rapid. Runoff is slow and the hazard of water erosion is slight. Urban land consists of areas covered by impervious surfaces such as roads, driveways, sidewalks, buildings and parking lots. The soil material under the impervious surface is similar to Orthents.

The SSRR Excursion Train line runs along a 12-mile stretch on the east side of the Sacramento River from Old Sacramento south to an area south of the Sacramento Zoo and from the Pocket-Meadowview area to Hood, traversing first the Sailboat-Scribner-Cosumnes soils unit and then the Egbert-Valpac soils unit (Exhibit 2-4). The Sailboat-Scribner-Cosumnes major soils are described above. Egbert soils occur on high flood plains and in backswamps. They are very deep, poorly drained, and typically consist of clay in the surface layer. The underlying material is stratified clay loam and sandy loam. These soils are subject to rare flooding. The Valpac soils are on the natural levees of high floodplains. They are very deep, somewhat poorly drained, and typically consist of loam in the surface layer. The underlying material is stratified sandy loam to clay loam. The main limitations in areas of the Egbert soils are the fine texture of the surface layer, slow permeability, and the depth to a fluctuating water table. The seasonal high water table is a limitation in areas of the Valpac soils. The minor soils that underlie the Egbert-Valpac unit are many and can be viewed in Exhibit 2-4.

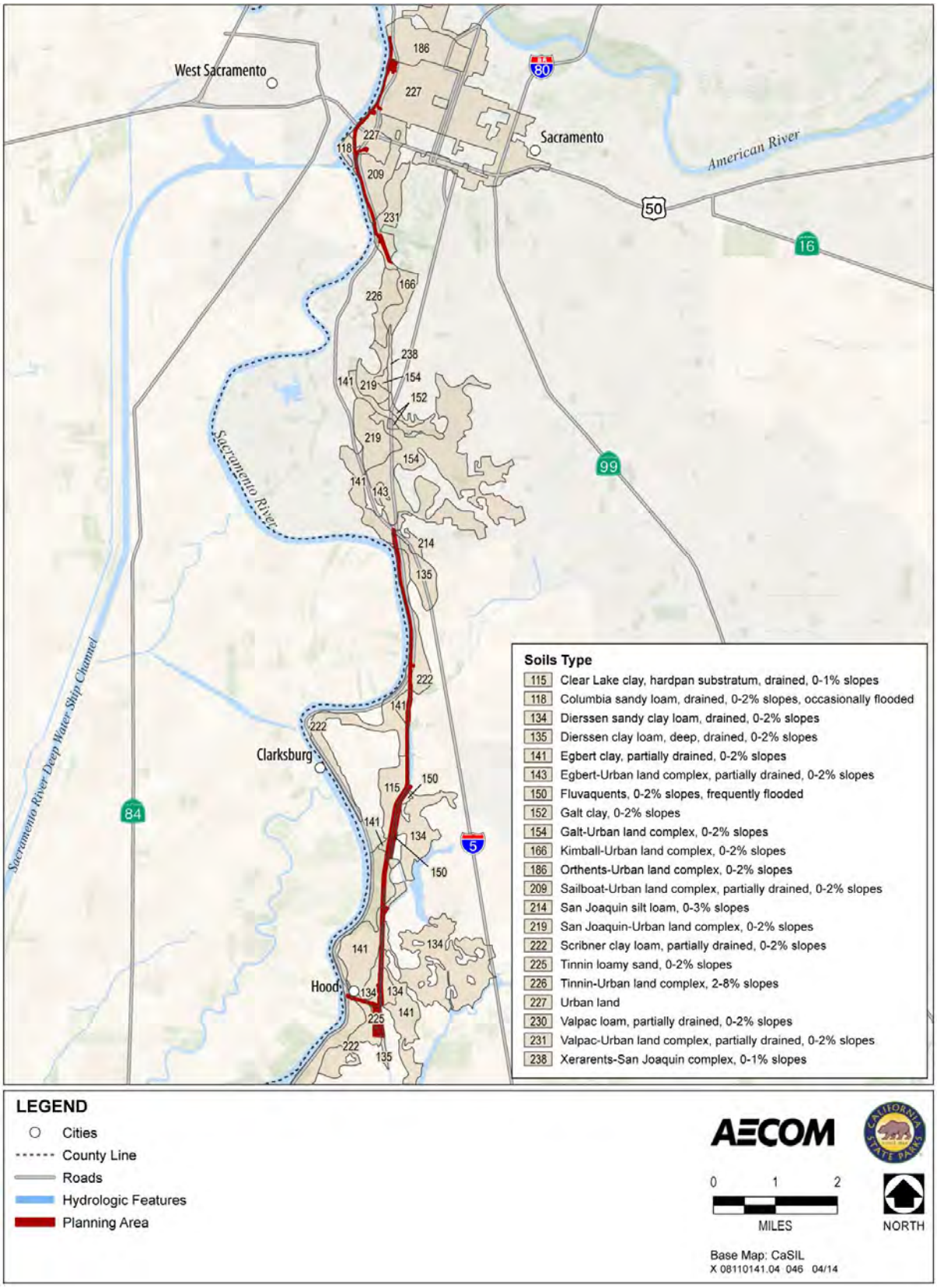
HYDROLOGY AND WATER RESOURCES

The City of Sacramento is located at the confluence of two major rivers, the Sacramento River and American River. The northern end of OSSHP is very close to the confluence, with the Sacramento River adjacent to the site to the west, and the American River to the north.

The total length of the Sacramento River is approximately 327 miles. The river's drainage area encompasses 27,200 square miles, and it is bounded by the Sierra Nevada to the east, the Coast Ranges to the west, the Cascade Range and Trinity Mountains to the north, and the Delta–Central Sierra area to the south. The Sacramento River Basin is the largest river basin in California, capturing, on average, approximately 22 million acre-feet of water from precipitation annually (USACE and The Reclamation Board 2002). Its major tributaries are the Pit and McCloud Rivers, which join the Sacramento River from the north, and the Feather and American Rivers, which are tributaries from the east. Numerous tributary creeks flow from the east and west. The Sacramento River, beginning at the I Street Bridge and including all portions downstream, is considered part of the Delta (California Water Code, Section 1220). Forty miles south of the Sacramento area, the Sacramento River joins the San Joaquin River, which drains into San Francisco Bay.

Groundwater elevations in the planning area are relatively high and no predominant direction of groundwater flow exists. As the surface-water elevation of the Sacramento River rises and falls, groundwater levels near the banks also fluctuate. When the Sacramento River is high, the river recharges the groundwater, causing groundwater to flow away from the river. When the water levels are lower, the river is recharged by groundwater, resulting in a flow toward the river. The groundwater basin that underlies OSSHP is part of an old tule marsh that once covered the Central Valley.

Exhibit 2-4: Soil Types in OSSHP Planning Area



The melting snowpack in the Sierra Nevada maintains streamflow during most of the summer. Two factors affecting the water level are the amount of runoff entering the system from the rivers' watersheds and the amount of water being released from dams upriver. The system also is subject to tidal action from the Delta. Finally, the Sacramento River channel is confined by a levee system on each bank of the river. During periods of high flows, primarily in the winter, a system of bypass channels allows water to leave the river channel and bypass the urbanized areas of the valley, thus reducing potential flood hazard. The Yolo Bypass is an important floodway in the planning area vicinity, and is located north and west of the confluence of the Sacramento and American Rivers.

The American River drains the central portion of the Sierra Nevada, from the crest near Lake Tahoe to the reservoir at Folsom Lake and the secondary reservoir below it, at Nimbus Dam. The American River Basin drains a roughly 1,875-square-mile area. An average of 2.7 million acre-feet drains from the basin annually. The lower American River comprises the 24-mile stretch of river below Nimbus Dam to the Sacramento River confluence. Flows in the lower American River are controlled by releases from Folsom Dam and Nimbus Dam.

Historical flooding in the planning area vicinity generally occurred along the Sacramento and American Rivers. Recent improvements to the levees along these rivers have reduced the risk of flooding in Sacramento. As a result, in December 2008, the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map for the City of Sacramento was revised. As shown in Exhibit 2-4, OSSHP is in an area classified as Zone X, or "areas determined to be outside the 500-year flood floodplain" (meaning that it has a less than 0.2 percent chance of flooding annually).

2.3.2 NATURAL RESOURCES

PLANT LIFE

Most of the area within OSSHP is developed and interspersed with landscaped vegetation, including mature ornamental trees around buildings and along sidewalks. A manicured lawn is maintained east of Front Street between I and J Streets, and a few small sycamore trees grow in the northwest corner.

Wooden docks, buildings, and restaurants are located along Front Street in OSSHP, alongside the bank of the Sacramento River. The riverbank generally lacks natural vegetation and is largely covered with riprap. A concrete floodwall parallels much of the waterfront. The Sacramento River itself is the most important natural resource within or adjacent to OSSHP. The river is a navigable waterway subject to U.S. Army Corps of Engineers (USACE) jurisdiction under the Clean Water Act and provides habitat for several special-status fish species. A small area without riprap at the northern end of OSSHP includes a sandy shore.

Riparian vegetation established within the riprap in OSSHP is dominated by Fremont cottonwood (*Populus fremontii*), western sycamore (*Platanus racemosa*), tree-of-heaven (*Ailanthus altissima*), black willow (*Salix gooddingii*), valley oak (*Quercus lobata*), and Oregon

ash (*Fraxinus latifolia*). Alders (*Alnus rhombifolia*) and box elders (*Acer negundo*) are occasional components. The understory is dominated by buttonwillow (*Cephalanthus occidentalis*) and Himalayan blackberry (*Rubus discolor*). Other plants present in the shrub layer include fennel (*Foeniculum vulgare*), narrowleaf willow (*S. exigua*), red sesbania (*Sesbania punicea*), tree tobacco (*Nicotiana glauca*), and purpletop vervain (*Verbena bonariensis*). California wild grape (*Vitis californica*) is a common vine and ground cover. The herbaceous layer is dominated by nonnative grasses and forbs, including wild oat (*Avena* sp.), ripgut brome (*Bromus diandrus*), Bermuda grass (*Cynodon dactylon*), telegraph weed (*Heterotheca grandiflora*), vetch (*Vicia* sp.), yellow star-thistle (*Centaurea solstitialis*), prickly lettuce (*Lactuca serriola*), horseweed (*Conyza canadensis*), and white melilotus (*Melilotus albus*). Trash and debris are abundant along the bank. Although the riparian forest within OSSHP is degraded, it is considered a sensitive natural community subject to regulation by the California Department of Fish and Game and could provide limited suitable habitat for several special-status plant species found in the Delta region, as discussed below under "Special-Status Plants."

The site of the proposed Railroad Technology Complex is located in a ruderal area between Jibboom Street and the railroad tracks, and includes a small portion of the bank of the Sacramento River. The majority of the ruderal area is dominated by Himalayan blackberry and California wild grape, with a patch dominated by tree-of-heaven and pine trees along Jibboom Street. Other weedy species observed at the Railroad Technology Complex site include horseweed, prickly lettuce, bentgrass (*Agrostis* sp.), Italian ryegrass (*Lolium multiflorum*), wild oat, yellow star-thistle, common knotweed (*Polygonum arenastrum*), fringed willowherb (*Epilobium ciliatum*), fennel, milk thistle (*Silybum marianum*), and Bermuda grass. A small part of the site is on fill material and is dominated by common lamb's quarters (*Chenopodium album*), along with the other weeds previously mentioned. The Sacramento River bank is covered by riprap with riparian vegetation similar to that described above. A concrete water outflow structure is also present.

Natural habitats are limited in the northern portions of the railroad right-of-way. The line passes through commercial, industrial, and residential developments from Old Sacramento south to approximately Meadowview Road. A bike trail runs along the west edge of the tracks from Old Sacramento to the railroad bridge over I-5 and Riverside Boulevard, just north of Sutterville Road. Narrow strips of open space surround the railroad right-of-way in some places where it passes through developed areas. Between 43rd Avenue and Florin Road, these areas support large trees and two small local drainages. Riparian forest exists along the railroad right-of-way where it is adjacent to the Sacramento River. In the portions of the right-of way where the tracks have been removed, natural vegetation—grassland, ruderal areas, and blackberry bramble—is present in several locations. Grassland characterizes the open space in the Pocket/Meadowview area where the passenger station for the proposed new excursion train line would be located.

South of the town of Freeport, the right-of-way passes by the Bartley Cavanaugh Golf Course, the Beach Lake complex, and Stone Lakes. For 5.5 miles south from Cliff's Marina in Freeport, the right-of-way is located on a secondary levee that traverses stands of native vegetation

within the Beach Lakes complex and Stone Lakes. The rest of the way to Hood, the right-of-way passes though orchards and other agricultural lands.

Borrow pits within Stone Lakes that supplied material for the railroad roadbed have filled with water; they act as streams or other small waterways, providing favorable conditions for riparian forest and freshwater marsh. Valley oak riparian woodland exists along the railroad right-of-way where it traverses Stone Lakes and associated sloughs near Hood. Common trees or other large plants in this area include Valley oak, California black walnut, black locust (*Robinia pseudoacacia*), Fremont cottonwood, and willow (*Salix* sp.). Many of the understory plants within the right-of-way are nonnatives, such as fennel (*Foeniculum vulgare)*, wild mustards (*Brassica* spp.), and nonnative grasses. A conspicuous and abundant component of the understory vegetation is blackberry (*Rubus* spp.). In some areas wild grape (*Vitis californica*) forms dense curtains on the larger trees. Native California poppies (*Eschscholzia californica*) and lupines (*Lupinus* spp.) bloom along the tracks in the springtime. In recent years water hyacinth (*Eichhornia crassipes*), a native of tropical America, has invaded the lakes at Stone Lakes, completely covering large tracts of what used to be open water.

SPECIAL-STATUS PLANTS

Because OSSHP is already developed, only very limited portions of the planning area provide potentially suitable habitat for special-status plants. The riparian forest may provide marginal habitat for several species of special-status plants associated with the Delta, especially woolly rose-mallow (*Hibiscus lasiocarpus*), Delta tule pea (*Lathyrus jepsonii* var. *jepsonii*), and Suisun marsh aster (*Symphyotrichum lentum*).

Wetland in the railroad right-of-way and along the sides of the rail line south of Freeport provides suitable habitat for several other special-status plant species: bristly sedge (*Carex comosa*), Bolander's water-hemlock (*Cicuta maculata* var. *bolanderi*), Northern California black walnut (*Juglans hindsii*), Mason's lilaeopsis (*Lilaeopsis masonii*), Delta mudwort (*Limosella subulata*), Sanford's arrowhead (*Sagittaria sanfordii*), and side-flowering skullcap (*Scutellaria lateriflora*).

Table 2-5 contains detailed information about the regulatory status, habitat associations, and likelihood of occurrence for these special-status plant species with potential to occur in the planning area.

SENSITIVE NATURAL COMMUNITIES

Sensitive natural communities are plant communities that are especially diverse, regionally uncommon, or of special concern to federal, state, and local agencies. Elimination or substantial degradation of these communities would constitute a significant impact under CEQA. A single sensitive natural plant community, Central Valley cottonwood riparian forest, occurs within OSSHP.

Along the railroad right-of-way, the riparian forest and wetlands found at Stone Lakes and in other scattered locations along the line qualify as sensitive natural communities.

Table 2-5: Special-Status Plant Species with Potential to Occur in the Planning Area

Species	Status 1			Habitat and Blooming Period	Potential for Occurrence
	USFWS	DFG	CNPS Other		
Bristly sedge *Carex comosa*	-	-	2.1	Coastal prairie, marshes and swamps, lake margins, valley and foothill grassland; 0 to 625 meters elevation; blooms May to September.	Could occur. Marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Bolander's water-hemlock *Cicuta maculata* var. *bolanderi*	-	-	2.1	Freshwater or brackish water marshes and swamps; 0 to 200 meters elevation; blooms July to September.	Could occur. Marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Woolly rose-mallow *Hibiscus lasiocarpus*	-	-	1B.2	Moist, freshwater-soaked riverbanks and low peat islands in sloughs; Sacramento-San Joaquin Delta region; 0 to 120 meters elevation; blooms June to September.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat. Banks of sloughs along railroad right-of-way provides suitable habitat.
Northern California black walnut *Juglans hindsii*	-	-	1B.1	Riparian forest and riparian woodland; 0 to 440 meters elevation; blooms April to May.	Could occur. Riparian forest along Sacramento River provides suitable habitat.
Delta tule pea *Lathyrus jepsonii* var. *jepsonii*	-	-	1B.2	Freshwater and brackish marshes and swamps, usually on marsh edges; 0 to 4 meters elevation; blooms May to September.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat; marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Mason's lilaeopsis *Lilaeopsis masonii*	-	R	1B.1	Freshwater and brackish water marshes and swamps, riparian scrub; 0 to 10 meters elevation; blooms April to November.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat; marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.

Table 2-5: Special-Status Plant Species with Potential to Occur in the Planning Area

Species	Status 1			Habitat and Blooming Period	Potential for Occurrence
	USFWS	DFG	CNPS Other		
Delta mudwort *Limosella subulata*	-	-	2.1	Marshes and swamps; 0 to 3 meters elevation; blooms May to August.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat; marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Sanford's arrowhead *Sagittaria sanfordii*	-	-	1B.2	Marshes and swamps, in standing or slow-moving freshwater marshes, ponds, and ditches; 0 to 610 meters elevation; blooms	Likely to occur. Recorded in Beach Lake Preserve (CNDDB occ. no. 22), which is adjacent to railroad right-of-way.
Side-flowering skullcap *Scutellaria lateriflora*	-	-	2.2	Mesic meadows and seeps, marshes and swamps; 0 to 500 meters elevation; blooms July to September.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat; marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Suisun marsh aster *Symphyotrichum lentum*	-	-	1B.2	Freshwater and brackish marshes and swamps, usually along sloughs; 0 to 3 meters elevation; blooms May to November.	Could occur. Sacramento River bank is covered by riprap in most places and provides marginal habitat; marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.

Notes: CESA = California Endangered Species Act; CNPS = California Native Plant Society; DFG = California Department of Fish and Game.
[1] Legal Status Definitions

U.S. Fish and Wildlife Service:
E Endangered (legally protected)
T Threatened (legally protected)

California Department of Fish and Game:
E Endangered (legally protected)
T Threatened (legally protected)
R Rare (legally protected)

California Native Plant Society Categories:
1B Plant species considered rare or endangered in California and elsewhere (protected under CEQA, but not legally protected under ESA or CESA)
2 Plant species considered rare or endangered in California but more common elsewhere (protected under CEQA, but not legally protected under ESA or CESA)

CNPS Extensions:
.1 Seriously endangered in California (>80% of occurrences are threatened and/or high degree and immediacy of threat)
.2 Fairly endangered in California (20 to 80% of occurrences are threatened)
.3 Not very endangered in California

Sources: CNDDB 2010; CNPS 2010; data compiled by AECOM in 2010.

ANIMAL LIFE

COMMON WILDLIFE

Wildlife habitats found in OSSHP consist of riverine habitat (the Sacramento River) and riparian forest. The developed areas likely support wildlife species adapted to urban environments. Common bird species expected to occur in these areas include house finch (*Carpodacus mexicanus*), Brewer's blackbird (*Euphagus cyanocephalus*), house sparrow (*Passer domesticus*), house wren (*Trogodytes aedon*), bushtit (*Psaltriparus minimus*), American robin (*Turdus migratorius*), yellow-rumped warbler (*Denroica coronata*), rock dove (*Columba livia*), western scrub-jay (*Aphelocoma californica*), northern mockingbird (*Mimus polyglottos*), American crow (*Corvus brachyrhynchos*), and cliff swallow (*Petrochelidon pyrrhonota*). Common mammals that are expected to occur in the developed areas include opossum (*Didelphis virginiana*) and western grey squirrel (*Sciurus grieseus*). Common and special-status raptors might nest in larger trees in the developed areas.

The riparian forest along the Sacramento River is extremely limited and abuts developed areas; therefore, it probably provides habitat for the same species found in the developed areas. Other species likely present include yellow-billed magpie (*Pica nuttalli*), black phoebe (*Sayonis nigricans*), great blue heron (*Ardea herodias*), red-winged blackbird (*Agelaius phoeniceus*), western fence lizard (*Sceloporus occidentalis*), and striped skunk (*Mephitis mephitis*). Large trees may be used for nesting by common and special-status raptors and other bird species.

The adjacent freshwater marsh habitat in the Beach/Stone Lakes complex provides important habitat for migratory waterfowl and other species. The marshy areas adjacent to the railroad right-of-way harbor a variety of waterbirds. During seasonal migrations large numbers of ducks and other waterfowl visit. Sandhill cranes (*Grus canadensis*) occasionally may be seen from the right-of-way during the winter months. American white pelicans (*Pelecanus erythrorhynchos*), double-crested cormorants (*Phalacrocorax auritus*), great blue herons (*Areda herodias*), great egrets (*Casmerodius albus*), and snowy egrets (*Egretta thula*) are abundant. The large trees that border areas characterized by freshwater and the railroad right-of-way are home to several species of hawks and owls. The red-tailed hawk (*Buteo jamaicensis*) and northern harrier (*Circus cyaneus*) are the two most conspicuous large hawks, but the black-shouldered kite (*Elanus caeruleus*) and small American kestrel (*Falco sparverius*) are also present. Swainson's hawk (*Buteo swainsoni*), a species state-listed as threatened, nests in this area. The common turkey vulture (*Cathartes aura*) is often seen overhead. At least one great horned owl (*Bubo virginianus*) spends the day along the railroad right-of-way, and will often take flight when disturbed. Small flocks of California quail (*Callipepla californica*) are seen crossing the railroad right-of-way and diving into the low bushes. The belted kingfisher (*Ceryle alcyon*) is often seen along the nearby waterways. In addition to the above species, many species of songbirds inhabit the area.

The Valley oak riparian woodland along the railroad right-of-way provides habitat for a variety of mammals, reptiles, amphibians, and invertebrates.

The most frequently encountered mammals are the Western gray squirrel (*Sciurus griseus*) and California ground squirrel (*Spermophilus beecheyi*). The desert cottontail (*Sylvilagus audubonii*) has periodic population explosions in the railroad right-of-way south of Freeport, when many individuals are observed. When the population crashes, these rabbits may not be seen for several years. A common predator preying on these rabbits and other small mammals is the coyote (*Canis latrans*). The common gray fox (*Urocyon cinereoargenteus*) is occasionally encountered along the railroad right-of-way. Raccoons (*Procyon lotor*) hunt for crawfish in the nearby waterways and ponds; striped skunks (*Mephitis mephitis*) are present as well. Trees that have been gnawed by the common American beaver (*Castor canadensis*) have been observed in the Stone Lakes area. There have been signs of the mule deer (*Odocoileus hemionus*), but as yet none have been observed. Several species of small rodents would also be expected in the area.

The most frequently observed reptile in the railroad right-of-way is the Western fence lizard (*Sceloporus occidentalis*). These small lizards are commonly seen sunning themselves on the railroad tracks. The foothill alligator lizard (*Gerrhonotus multicarinatus*) is common in leaf litter and under fallen logs. The giant garter snake (*Thamnophis gigas*), which is state-listed and federally listed as threatened, is known to occur in the Beach Lake Preserve and probably occurs in the wetlands bordering the railroad right-of-way. Gopher snakes (*Pituophis catenifer*) are among the most common species of snakes in the railroad right-of-way, along with the common king snake (*Lampropeltis getulus*). The water-filled borrow pits that line the railroad right-of-way are home to the Western pond turtle (*Actinemys marmorata*). The pond terrapin, which was widely sold in pet stores, has been introduced into waters occupied by Western pond turtles. Tree frogs in the genus *Hyla* are found near open water, as are toads in the genus *Bufo*.

No inventory of invertebrates has been conducted within the railroad right-of-way. However, the insect fauna are diverse. Most conspicuous are species of butterflies, bees, and wasps that visit flowers in the area. The galls of tiny gall wasps (Family Cynipidae) of several species are common on oak stems and leaves. At certain times of the year, mosquitoes (Family Culicidae) are annoyingly abundant. Crawfish inhabit the waterways.

FISHERIES

The Sacramento River provides vital fish spawning, rearing, and/or migratory habitat for a diverse assemblage of native and nonnative fish species. Native species can be separated into anadromous (i.e., species that spawn in freshwater after migrating as adults from marine habitat) and resident species.

Native anadromous species that occur in the Sacramento River include four runs of Chinook salmon (*Oncorhynchus tshawytscha*), steelhead trout (*O. mykiss*), green and white sturgeon (*Acipenser medirostris* and *A. transmontanus*), and Pacific lamprey (*Lampetra tridentata*). Native resident species include Delta smelt (*Hypomesus transpacificus*), Sacramento pikeminnow (*Ptychocheilus grandis*), Sacramento splittail (*Pogonichthys macrolepidotus*), Sacramento sucker (*Catostomus occidentalis*), Sacramento perch (*Archoplites interruptus*), hardhead (*Mylopharodon conocephalus*), and rainbow trout (*O. mykiss*).

Nonnative anadromous species include striped bass (*Morone saxatilis*) and American shad (*Alosa sapidissima*). Nonnative resident species include largemouth bass (*Micropterus salmoides*), smallmouth bass (*M. dolomieu*), white and black crappie (*Pomoxis annularis* and *P. nigromaculatus*), channel catfish (*Ictalurus punctatus*), white catfish (*Ameiurus catus),* brown bullhead (*I. nebulosus*), bluegill (*Lepomis macrochirus*), green sunfish (*L. cyanellus*), golden shiner (*Notemigonus crysaleucas*), and brown trout (*Salmo trutta*).

The use by various fish species of different portions of the Sacramento River reach that flows past OSSHP is influenced by variations in habitat conditions, and by each species' habitat requirements, life history, and daily and seasonal movements and behavior. Altered flow regimes, flood control, and bank protection efforts along much of the Sacramento River have reduced available shaded riverine aquatic habitat, sediment transport, channel migration and avulsion, and recruitment of large woody debris, and have isolated the channel from its floodplain. Historically, seasonal flooding covered various lands adjacent to the river and provided important spawning and rearing habitat for many fish species, including Sacramento splittail and juvenile Chinook salmon and steelhead. Levee construction has reduced the overall amount of shallow-water habitat in the Sacramento River system.

The portion of the Sacramento River adjacent to OSSHP is expected to contain both adult and juvenile special-status fish species during various times of the year. However, this segment of the river does not provide suitable habitat for spawning or rearing, and special-status species would occur only when they move past the area during migration.

SPECIAL-STATUS WIDLIFE

Several special-status species are present or could be present in the planning area. Table 2-6 provides detailed information about the special-status wildlife species that could potentially be present in the planning area, along with their listing statuses, habitat in which they occur, and potential for occurrence. The information in Table 2-6 is based on database searches, literature review, and reconnaissance site visits.

Table 2-6: Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area

Species[1]	Status[2]		Habitat	Potential for Occurrence
	USFWS	DFG		
Invertebrates				
Valley elderberry longhorn beetle *Desmocerus californicus dimorphus*	T	-	Occurs only in the Central Valley of California in association with mature blue elderberry (*Sambucus mexicana*) shrubs.	Likely to occur. Elderberry shrubs present in the Valley oak riparian woodland near Hood and possibly elsewhere along the railroad right-of-way.

Table 2-6: Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area

Species[1]	Status[2]		Habitat	Potential for Occurrence
	USFWS	DFG		
Amphibians				
California red-legged frog *Rana aurora draytonii*	T, X	CSC	Found in a variety of aquatic, riparian, and upland habitats, including ephemeral ponds, intermittent streams, seasonal wetlands, springs, seeps, permanent ponds, perennial creeks, human-made aquatic features, marshes, dune ponds, lagoons, riparian corridors, blackberry thickets, nonnative annual grasslands, and oak savannas.	Could occur. The riparian forest along the Sacramento River and the blackberry thicket at the MORT site provide marginal habitat. Habitats along the railroad right-of-way may provide suitable habitat.
Fish				
Green sturgeon *Acipenser medirostris*	T, NMFS	-	Long-lived anadromous species that migrates through the Sacramento River to spawning grounds in the Feather River and upper Sacramento River. Thought to spawn in deep holes with fast moving water over cobble substrates.	Likely to occur. The Sacramento River provides suitable migratory habitat.
Sacramento perch *Archoplites interruptus*	-	CSC	Historically found in sloughs, slow moving rivers, and lakes of the Central Valley. Prefer warm water. Aquatic vegetation is essential for young.	Unlikely to occur. Extirpated from the Sacramento River.
Delta smelt *Hypomesus transpacificus*	T, X	E	Occurs in Sacramento-San Joaquin Delta most of the year. Spawns in freshwater dead-end sloughs and shallow edge-waters of channels of the Delta (59 FR 65256), and in tidally influenced freshwater wetlands and seasonally submerged uplands along the Sacramento River downstream from its confluence with the American River.	Likely to occur. Adult Delta smelt are known to occur in the Sacramento River as far upstream as it's confluence with the American River. As of 1993, Delta smelt were known to spawn in the Sacramento River as far upstream as the City of Sacramento (59 FR 65258). No spawning habitat in the Sacramento River along the park exists.
Central Valley steelhead *Oncorhynchus mykiss*	T, NMFS	-	Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento River and portions of the American River for spawning.	Likely to occur. Suitable habitat exists within the Sacramento River. No spawning habitat in the Sacramento River along the park exists.

Table 2-6: Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area

Species[1]	Status[2]		Habitat	Potential for Occurrence
	USFWS	DFG		
Central Valley spring-run chinook salmon *Oncorhynchus tshawytscha*	T, X, NMFS	T	Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento River and portions of the American River for spawning.	Likely to occur. Suitable habitat exists within the Sacramento River. No spawning habitat in the Sacramento River along the park exists.
Sacramento River winter-run chinook salmon *Oncorhynchus tshawytscha*	E, X, NMFS	E	Occurs in the Pacific Ocean for most of its life. Travels to clean gravel beds in the upper Sacramento River and portions of the American River for spawning.	Likely to occur. Suitable habitat exists within the Sacramento River. No spawning habitat in the Sacramento River along the park exists.
Sacramento splittail *Pogonichthys macrolepidotus*	-	CSC	Currently confined to the Delta, Suisun Bay and associated marshes. Prefers slow moving river sections and dead end sloughs. Requires flooded vegetation for spawning and foraging for young.	Likely to occur. Suitable habitat exists within the Sacramento River. No spawning habitat in the Sacramento River along the park exists.
Birds				
Tricolored blackbird *Agelaius tricolor*	-	CSC	Nests in dense cattails and tules, riparian scrub, and other low dense vegetation; forages in grasslands and agricultural fields.	Could occur. The thicket of Himalayan blackberry and California wild grape at the MORT site may provide suitable nesting habitat.
Swainson's hawk *Buteo swainsoni*	-	T	Nests in riparian forest and scattered trees; forages in grasslands and agricultural fields.	Likely to occur. Riparian forest provides suitable nesting habitat and open areas along railroad right-of-way suitable foraging habitat. Recorded near railroad right-of-way in several locations (CNDDB occ. nos. 188, 395, 770).

Table 2-6: Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area

Species[1]	Status[2]		Habitat	Potential for Occurrence
	USFWS	DFG		
Western yellow-billed cuckoo *Coccyzus americanus occidentalis*	C	E	Nests in large blocks of riparian habitat (particularly woodlands with cottonwoods and willows) and forages in cottonwood trees.	Could occur. Riparian forest along the Sacramento River is narrow and could provide marginal nesting and foraging habitat.
White-tailed kite *Elanus leucrus*	-	FPS	Forages in grasslands and croplands. Nests in large trees adjacent to foraging habitat.	Could occur. Riparian forest provides suitable nesting habitat, and open areas adjacent to the riparian forest provide marginal foraging habitat.
Greater sandhill crane *Grus canadensis tabida*	-	FPS	Summers in open terrain near shallow lakes or freshwater marshes; winters in plains and valleys near bodies of fresh water.	Could occur. Marsh habitat may be present along the railroad right-of-way near Hood and Stone Lake.
Purple martin *Progne subis*	-	CSC	Summer resident in wooded low elevation habitats. During migration will use more open habitats, often near water. Nests in cavities in trees, under bridges and other human-made structures.	Known to occur (CNDDB occ. no. 25). Purple martins have been recorded nesting in weep holes in the I-5 and I Street bridges above the Railroad Museum parking lot.
Mammals				
Pallid bat *Antrozous pallidus*	-	CSC	Roosts in crevices in caves, mines, large rock outcrops, under bridges and in abandoned buildings. Forages on or near the ground in a wide variety of open habitats.	Could occur. Empty buildings and the I-5 and I Street bridges provide potential roosting sites. Open areas in the park provide suitable foraging habitat.
Pacific Western big-eared bat *Corynorhinus townsendii*	-	CSC	Roosts in the open in large caves, abandoned mines and buildings. Very sensitive to roost disturbance.	Could occur. Empty buildings and the I-5 and I Street bridges provide potential roosting sites.
American badger *Taxidea taxus*	-	CSC	Drier open stages of shrub, forest, and herbaceous habitats. Needs open, uncultivated ground with friable soils to dig burrows. Preys on burrowing rodents.	Could occur. Historic occurrence near Hood (CNDDB occ. no. 209).

Table 2-6: Special-Status Wildlife Species Known to Occur or with Potential to Occur in the Planning Area

Species[1]	Status[2]		Habitat	Potential for Occurrence
	USFWS	DFG		
Reptiles				
Western pond turtle *Actinemys marmorata*		CSC	Streams, rivers, ponds, and other aquatic habitats. Requires secure basking area where they can easily escape to water. Upland nesting sites can be up to 300 feet from aquatic habitat, but are usually closer.	Likely occur. Sacramento River could provide suitable aquatic habitat, but basking sites and upland nesting sites are limited. Recorded in Beach Lake Preserve (CNDDB occ. no. 449) adjacent to railroad right-of-way; could use railroad as basking site.
Giant garter snake *Thamnophis gigas*	T	T	Freshwater marsh, low gradient streams, drainage canals, and irrigation ditches. Requires uplands for refugia from floodwaters and basking sites.	Likely to occur. Recorded in Beach Lake Preserve (CNDDB occ. no. 15) adjacent to the railroad right-of-way. Could use railroad for refugia and basking sites.

Notes:
[1] DFG = California Department of Fish and Game; DPS = distinct population segment; ESU = Evolutionarily Significant Unit; USFWS = U.S. Fish and Wildlife Service

[2] Legal Status Definitions

Federal Listing Categories (USFWS)

E Endangered
T Threatened (legally protected)
C Candidate
X Critical habitat is designated for this species by USFWS
NMFS Species under the jurisdiction of the National Marine Fisheries Service

State Listing Categories (DFG)

E Endangered
T Threatened (legally protected)
CSC Species of Special Concern
FPS Fully Protected Species

Sources: CNDDB 2010; data compiled by AECOM in 2010.

2.3.3 CULTURAL AND HISTORICAL RESOURCES

This section provides an overview of the prehistoric and ethnographic cultural resources that have been documented in OSSHP and the nearby area. This section also briefly presents the historic background of OSSHP including historic-era buildings and structures. More detailed cultural and historical resources background information can be found in Appendix D.

Historical resources include, but are not limited to, any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically or archaeologically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military or cultural annals of California (California Public Resources Code [PRC] Section 5020.1[j]).

Those resources listed in or determined eligible for listing in the California Register of Historical Resources (CRHR) are considered historical resources under CEQA; significant cultural resources are subject to regulations found in CEQA and the state CEQA guidelines. Properties listed in or eligible for listing in the National Register of Historic Places (NRHP) are automatically eligible for listing in the CRHR. Historical resources listed on local registers are generally assumed to be historical resources for the purposes of 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. Prehistoric adaptations over the ensuing centuries have been identified in the archaeological record by numerous researchers working in California since the early 1900s, as summarized by Fredrickson (1974) and Moratto (1984).

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.). During the Middle Archaic Period, human populations were growing and occupying more diverse settings. Permanent villages that were occupied throughout the year were established, primarily along major waterways and acorns, which are difficult to process, likely became an important food source. 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.

Technological and social changes characterize the Emergent Period (1500–150 B.P.). The bow and arrow were introduced in California and territorial boundaries between groups became well established. It was during the latter portion of this period that Euro-American contact with Native peoples became commonplace. 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 park is located at the boundary between the Nisenan to the east and the Patwin to the west. During later prehistoric times, both groups likely used the landscape within and near the park, 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. Plains Miwok also used the area.

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. Usually one large village played an important role in the social-political organization of a particular area (Wilson and Towne 1978:393). 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).

PATWIN

The term “Patwin” was a word used by several tribelets to denote their general identity, but never referred to any unified socio-political construct. 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. All structures in villages except individual family dwellings were built with the assistance of everyone in the village.

Patwin territory included abundant water sources that supported a wide variety of animal life available for hunting. While hunting and fishing were clearly important subsistence activities for the Patwin their primary staple food was the acorn. Hill and mountain oak species of valley oak acorns were utilized. Oak groves were considered “owned” communally by the particular tribelet. As with oak groves, particularly fruitful tracts of seed-bearing lands were controlled by individual families or the tribelets themselves (Johnson 1978:355–357).

EASTERN/PLAINS MIWOK

The Plains Miwok historically occupied the lower Sacramento River Valley from just north of the Cosumnes River south to and including the lower San Joaquin River drainage, consisting of the western ends of the Mokelumne River and Jackson Creek. Archaeological evidence along the Cosumnes River suggests that the Nisenan may have displaced the Miwok in northern areas (Grantham 1993; Deis 1994). The Plains Miwok 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. 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).

HISTORICAL BACKGROUND

EARLY YEARS

In 1840, John Sutter settled on nearly 44,000 acres (later increased to 132,000 acres) of land granted to him by the Mexican government, which he named New Helvetia (meaning "New Switzerland"). He built a fort as his headquarters, strategically locating it a couple miles inland from the confluence of the Sacramento and American Rivers on a high knoll above the level of seasonal flooding (Avella 2003:22). Sutter continued to expand his holdings, and his fort became an important stopping ground for immigrants traveling on the overland trails (Kyle 1990:287). James Marshall's discovery of gold on January 24, 1848, attracted large number of emigrants who passed through Sacramento en route to the goldfields. Sutter's crops and cattle were stolen and he eventually fell heavily into debt (Neasham and Henley 1969:11). To avoid his creditors he gave his property to his son, John A. Sutter Jr. (McGowen and Willis 1983:20–21).

Sutter Jr., Sam Brannan, and attorney Peter Burnett recast Sutter's vision. They decided to establish a new town west of the fort that would front the embarcadero. With the sale of the lots, Sutter Jr. planned to pay his father's debts. They named the town Sacramento after the Sacramento River. Captain William H. Warner was hired to survey and subdivide the land into lots. Sutter Jr., Brannan, and Burnett began selling the lots in January 1849. While the elder Sutter tried to keep the gold discovery a secret, Brannan quickly stocked his store with mining supplies and then widely publicized the discovery, quickly profiting from the rush of people eager to strike it rich in the foothills (Avella 2003:30). Brannan convinced Sutter's son, John Sutter Jr., to survey the land for Sacramento City in an area stretching out three miles from Sutter's embarcadero on the banks of the Sacramento River just below its confluence with the American River. This area was chosen because of its proximity to the two rivers and their potential as transportation routes.

The Sacramento and American Rivers became the city's lifeblood, providing the key to its success as the gateway to the goldfields and as a major commercial center for California, but the rivers also provided the community its greatest challenge to survival as it failed to consider the geography of the land, especially its propensity to flood (Eifler 2002:50). Early structures in Sacramento were made from canvas and other provisional materials, and the streets were poorly maintained. New arrivals found shelter in the nearly 45 wooden buildings, 300 cloth houses, and many campsites that housed hundreds of seasonally unemployed miners and recently arrived overland migrants and families (Severson 1973:90). The city was incorporated in March 1850 and in April, elected Hardin Bigelow mayor (McGowen and Willis 1883:28).

FLOODS AND FIRE

In 1850, 1852–1853, and 1861, Sacramento suffered from floods that nearly destroyed the city. The city constructed its first permanent levee in 1850, with money from a special tax assessment (Brienes 1979:4). The levee was 3–5 feet high, 20 feet wide at the base, and 10 feet wide on top (Lagomarsino 1969:9). More levees were constructed after the second flood, but those failed. In December 1861, the American River again flooded Sacramento. The R Street levee had to be cut to drain the water (Henley 2006:9). Sacramento underwent more levee construction, and the American River channel was realigned to drain into the Sacramento River north of its original location. Additionally, streets, sidewalks, and buildings on I, J, and K Streets were raised between 12 and 15 feet, or their original height. That project was completed by 1873 (McGowen and Willis 1983:40).

Fire was also a concern for Sacramento because most of the city was built of wood, while canvas and candles and kerosene were used for light. In November 1852, fire destroyed Sacramento's entire business district, leaving many homeless. Within months the city was rebuilt and most of the commercial buildings were constructed of brick (McGowen and Willis 1983:37). By fall 1854, Sacramento had approximately 500 brick buildings (Neasham and Henley 1969:41).

Sacramento prospered economically, socially, and politically. Permanent brick buildings replaced temporary wooden and canvas structures while a courthouse, City Hall, and water works building were added to its urban landscape (Neasham and Henley 1969:41; McGowen and Willis 1983:39). In 1854, the State Legislature selected Sacramento as the state capital and construction began on the State Capitol building in 1860 (Kyle 1990:293).

The abnormally rainy winter of 1861–1862, however, drastically changed the way Sacramento prepared for natural disasters. The winter of 1861–1862 was one of the wettest California winters on record; more than 30 inches of rain fell over a 2-month period that winter. On December 8, 1861, the American River rose nearly 20 feet, to an alarmingly high level for so early in the rainy season. On the morning of December 9, the levee in the northeastern part breached, inundating the city. The city would flood again on December 23 and once more on January 9, 1862.

A three-pronged approach was agreed upon to make Sacramento's location on the landscape tenable and protect Sacramento's business center from future flooding: building levees, altering the course of the American River, and raising and grading the streets. Already financially devastated, the City did not have the funds to complete the project. To raise funds, City officials struck a deal with the CPRR that secured Sacramento as the western terminus for the Transcontinental Railroad in exchange for ownership of land along Front Street. A key part of the agreement was the railroad's obligation to raise the levee to at least 20 feet above river level before constructing its new rail line in that location. This land transfer played an important role in rebuilding Sacramento in the wake of the disasters.

RAILROAD DEVELOPMENT

Sacramento Valley Railroad

The first steam railroad in California was the Sacramento Valley Railroad (SVRR), founded in 1852. The railroad was laid out by Theodore Judah in 1854 and the line was completed to Folsom in 1855. The SVRR's line ran along the alignment of R Street and followed the Sacramento River as far north as K Street. Its route along the river is generally followed today by CSRM's excursion train line.

Central Pacific Railroad

The CPRR was founded in Sacramento in 1862, by Leland Stanford, Collis P. Huntington, Mark Hopkins, and Charles Crocker. Ground for the CPRR was broken on January 8, 1863, at Front and K Streets, and the first rail was laid at Front and I Streets on October 26 of that year. (Both sites are within the boundaries of OSSHP.) The first CPRR locomotive, 4-4-0 *Gov. Stanford*, was unloaded on the waterfront October 6, 1863 (*Sacramento Bee* 1863; *Sacramento Daily Union* 1863). The waterfront was the major point of arrival for nearly all supplies shipped in for the railroad. The Freight Depot was constructed in 1864 and periodically expanded over the years. In 1868, CPRR constructed a new, larger Passenger Station with a covered train shed. (The Passenger Station and Freight Depot were later reconstructed by State Parks.) In 1865, the CPRR partners acquired control of the Sacramento Valley Railroad, and soon the tracks of the two companies were connected at K Street (*Sacramento Daily Union* 1864, 1865, 1867a, 1868).

The CPRR tracks initially left the riverfront by running east on I Street. This was a temporary expedient, however. In 1866, construction started on the permanent mainline, which headed north from Front and I Streets, curved to the east on a newly constructed levee through a portion of Sutter Lake (also known as China Slough), and reconnected with the line out of town at 7th and D Streets. During this time, the turntable on Front Street, near I Street was installed to facilitate railroad equipment movement. Trains switched over to the new mainline on February 27, 1867 (*Sacramento Daily Union* 1866, 1867b; *Sacramento Bee* 1867).

The land that included Sutter Lake was deeded to CPRR in 1862, by both City ordinance and act of the California Legislature. In 1867, CPRR started filling in the lake as the site for its new permanent main locomotive and car shops. The first structure completed on the new site was the Roundhouse, placed in service in December 1868. The Planing Mill & Car Shop and the Erecting & Machine Shop were both in place in early 1869 (City of Sacramento 1862; *Sacramento Daily Union* 1867c, 1868; Joslyn 1948). On May 10, 1869, the CPRR line met the UPRR line at Promontory, Utah, to complete the first Transcontinental Railroad line.

The Passenger Station remained on Front Street until 1879, when a new, larger station was constructed adjacent to the railroad shops on the former Sutter Lake site. Both the original Passenger Station and Freight Depot were demolished and a new, larger Freight Depot was constructed along Front Street, extending from K Street nearly to I Street. As the years went by, the area slowly deteriorated into a "skid row." In the 1960s, the area that became Old Sacramento was cut off from the rest of Downtown Sacramento by the construction of I-5. State

Parks partnered with the City and the Sacramento Housing and Redevelopment Agency to revitalize Old Sacramento. The reconstructed Passenger Station was the first element of the new CSRM in OSSHP when it opened July 4, 1976.

The CPRR, including its Central Shops located northeast of Old Sacramento, was leased to Southern Pacific Railroad in 1885 and formally merged with SP in 1959. The CPRR Shops—later known as the SP Shops—were the primary heavy locomotive repair shop for the entire SP system until 1992, when those functions were transferred to the Burnham Shops in Denver. The Erecting Shop, which opened as the Erecting & Machine Shop in early 1869 and was expanded in 1873, 1888, and 1905, remained the central focus of all heavy locomotive work until it closed in 1992—a record of continuous service likely unmatched by any other railroad locomotive shop in the country. In 1996, SP was acquired by UPRR, and the last shop functions were transferred to Roseville and Rocklin in 1999. The Erecting Shop, the adjacent Boiler Shop, and the turntable (remnant of the old 1868 Roundhouse) are proposed as part of the Railroad Technology Complex, the newest addition to the CSRM.

The CPRR reinvigorated Sacramento's business district, allowing many 1850s businesses on Front Street to thrive and adapt as the city grew. Front Street was historically some of the most valuable land in the city and would remain so with the addition of the railroad. Like the Gold Rush, the railroad brought thousands from around the world to Sacramento. Hotels and retailers took full advantage of the presence of the new customers and residents traveling by rail. As the railroad brought more people to the city, the size of businesses grew. Gold Rush–era buildings and businesses began to merge with larger companies as the need for increased retail spaces made these smaller structures impractical. Some older buildings were simply torn down and replaced with new larger structures, often covering several lots.

The railroad's influence on the Front Street area persisted until the latter part of the 19th century. However, in 1879, the CPRR moved its Passenger Station away from Front Street, taking with it the passengers who had frequented businesses on Front Street, especially the block between I and J Streets. By the 1880s, the railroad's presence on Front Street focused on freight activities and facilities, and the area moved away from its business-centered origins and toward commercial and warehousing activities. Commercial activities and warehousing were dominant in the area well into the 20th century.

Sacramento Southern Railroad

The SSRR was built by SP beginning in 1907 to provide direct railroad service to the rich farmlands in southern Sacramento County. The SSRR's tracks reached Freeport in 1909. The tracks continued past Hood and reached Walnut Grove in 1912. The final extension to Isleton was completed between 1929 and 1931.

The Isleton flood of 1971 destroyed the southern end of the SSRR line, and service was limited to Walnut Grove. In 1978, SP applied to abandon all but the northern three miles of the line, and the last SP train ran on October 10. With SP's cooperation, CSRM started limited excursion train operations in 1982 on three miles of SSRR line (to Baths) that had not been abandoned in

1978. In 1985, the State of California acquired the portion of former SSRR line between Old Sacramento and Freeport (except a four mile-long segment acquired by the Sacramento Regional Transit District); in 1988 the state acquired the balance of the line to Hood.

CULTURAL AND HISTORICAL RESOURCES IN THE STUDY AREA

Numerous types of historic resources exist within the Old Sacramento Historic District: restored historic-era buildings and structures, historic sites, reconstructions of earlier historic-era buildings and structures, and archaeological resources. The Old Sacramento Historic District was designated a National Historic Landmark (NHL) District (National Register No. 66000219) in 1965, for its significance as a Gold Rush riverport, emerging in 1849-50 and the large number of 1850s to 1880s buildings in the original business district. The Old Sacramento NHL district identifies nine specific buildings and three historic sites as contributing resources. However, two of the nine contributing buildings, the Ebner Hotel and Sacramento Bee Building, have been demolished. Only the façade of the Ebner Hotel was reconstructed. Two of the remaining seven buildings, the Big Four Building and and Pony Express Terminal/B.F. Hastings Building are within OSSHP and are individually listed NHL properties within the NHL district. The NHL district was placed on the National Park Service Watch List in 2004. The note in its conditions statement stated that, “the cumulative effects of construction, intrusions to the landscape, and lack of maintenance is the erosion of overall integrity of the NHL district” and could lead to the loss of the NHL designation. Thus, it is a primary concern of the NHL district.

Old Sacramento is also designated a California State Historical Landmark (No. 812) and is noted for being founded by John Sutter, Jr. in 1848 as an outgrowth of Sutter’s Fort; State Capital since 1854; and during the Gold Rush, a major distribution point, commercial and agricultural center, and terminus for wagon train, stagecoach, riverboat, telegraph, Pony Express, and the first transcontinental railroad.

ORIGINAL OR RESTORED HISTORIC RESOURCES

Table 2-7 identifies original or restored historic resources, located in OSSHP, and summarizes their status relative to national, state, and/or local registers. Each historic resource is described further below. More detailed information is provided in Appendix D.

Table 2-7: Historic Resources in Old Sacramento State Historic Park

Resource Name	Year(s) Built/Year of Event	National/State/Local Register Status
N. Dingley’s Steam Coffee and Spice Mill	1850	NRHP-Listed CRHR-Listed Contributor to the NHL Old Sacramento Historic District
B.F. Hastings Building (Restored to 1859 appearance)	1852–1853	National Historic Landmark NRHP-Listed CRHR-Listed California Historical Landmark No. 606
J Street Shipwreck	Sterling: 1854	NRHP-Listed

Table 2-7: Historic Resources in Old Sacramento State Historic Park		
Resource Name	**Year(s) Built/Year of Event**	**National/State/Local Register Status**
Site of first stage and first railroad at northwest corner of Front and K Street	First Stage: 1850 First Railroad: 1855	California Historical Landmark No. 598
First Transcontinental Railroad: Front and K Street groundbreaking	Groundbreaking: 1863	CRHR-Listed California Historical Landmark No. 780
Central Shops Historic District including the Erecting and Machine Shop; Boiler Shop; turntable; transfer table; and firing line in the planning area	Erecting Shop: 1869 Boiler Shop: 1888 Turntable: 1868 Transfer Table: 1888	Sacramento Register of Historic and Cultural Resources—listed as the Central Shops Historic District
Sacramento Southern Railroad	1907-1977	Not Listed
Notes: CRHR = California Register of Historical Resources; NRHP = National Register of Historic Places; NHL = National Historic Landmark Source: Data compiled by AECOM in 2011		

N. Dingley's Steam Coffee and Spice Mill

The Dingley Spice Mill is a two-story brick building with a stepped parapet. Fenestration includes six-over-six wood frame windows and multi-light casement windows, which are flanked by metal shutters. The first building was built in 1850 by Nathaniel Dingley, who operated the Star Mill until the 1890s. This building was destroyed by a fire in 1858, and the present building was constructed on the same site in early 1859. In 1867, it was severely damaged when the buildings across the street were destroyed by fire, but Dingley managed to save his building, and repair the damage. When the building was restored to its 1859 appearance, its historic canopy was not constructed.

The Pacific Coast Chapter of the Railway & Locomotive Historical Society operated a gift shop and bookstore on the ground floor of this building from 1981 to 1995. The space is currently closed to the public and used for storage, but has been used as an information center during special events. The Dingley Spice Mill is a contributor to the Old Sacramento Historic District, listed in the NRHP, and is also listed separately in the CRHR.

B. F. Hastings Building

The B. F. Hastings Building was constructed between 1852 and 1853. It is a two-story building featuring a stepped parapet and dentils and a wraparound wood porch. Wood frame windows are flanked by metal shutters. The building was renovated in 1976, before the Secretary of Interior's Standards for the Treatment of Historic Properties were in effect. B. F. Hastings purchased the property and operated the B. F. Hastings Bank. Over the years of its operation, tenants included Wells Fargo & Co., the Alta California Telegraph Company, the California State Telegraph Company, the Sacramento Valley Railroad office of Theodore Judah, and, for a number of years, the California Supreme Court and State Library. The B.F. Hastings Building was the western terminus for the Pony Express during its first 12 months in business between April 1860

and March 1861. The building was also the terminus of the first Transcontinental Telegraph, and the very first transcontinental telegraph message from California Supreme Court Chief Justice Field to President Lincoln in Washington, DC, was sent from the Hastings Building in 1861. The B. F. Hastings Building was designated a California Historical Landmark (No. 606) in 1957. In 1961, it was designated a NHL (National Register No. 66000220). The building is also a contributor to the Old Sacramento Historic District, listed in the NRHP. It derives its National Register significance for its association with the Pony Express from 1860 to 1861, but is also associated with the location of the California Supreme Court, Wells Fargo, and, a number of other historical events and activities. The B.F. Hastings Building was the second element and first historic building restoration of OSSHP to open to the public in 1976.

J Street Shipwreck

The remains of a sunken ship at the foot of J Street is likely the *Sterling*, a two-masted brig which sank while moored in Old Sacramento in 1855. The *Sterling* served as a floating warehouse. Remains of the vessel, protruding from the mud, perpendicular to the current, with bow slightly inclined, is half of the hull with copper sheathing exposed, an anchor chain, hawse pipe, loose timbers, and other boat hardware. This shipwreck was listed on the National Register of Historic Places in 1991.

Front and K Street

The northwest corner of Front and K Streets was designated a California Historic Landmark (No. 598) in 1957 for its significance as the terminal for stages of the 1850s and the Sacramento Valley Railroad in 1855. The foot of K Street was also the location for the groundbreaking of the first transcontinental railroad, the CPRR in 1863, tying the Pacific Coast to the Atlantic Coast. The CPRR, envisioned by engineer Theodore Judah, took more than six years to construct and was largely constructed through the efforts of "The Associates"—Sacramento businessmen Leland Stanford, Collis Huntington, Charles Crocker, Mark Hopkins and E. B. Crocker. (Later, after E. B. Crocker retired "The Associates" became known as the "Big Four.) This site is designated California Historic Landmark (No. 780).

Central Shops—Future Railroad Technology Complex (Erecting & Machine Shop, Boiler Shop, Turntable, Transfer Table, and Firing Line)

The Southern Pacific Sacramento Shops (also Central Shops) is one of North America's most important industrial heritage sites and includes the only surviving structures from the CPRR (SPRR's predecessor company) that were standing when America's first transcontinental railroad was completed. The buildings and structures represent the period when steam and diesel locomotives were built and repaired on-site. Contributing resources include the buildings and structures of the future Railroad Technology Complex—the Erecting & Machine Shop (Erecting Shop), the Boiler Shop, turntable, transfer table, and firing line. Initially completed in 1869, and expanded several times between 1873 and 1905 the Erecting Shop is the oldest standing building remaining in the Central Shops District. The initial portion of the building was one of the first permanent structures built by the CPRR on the shops site. Since 2000, CSRM has used the building to store railroad equipment and parts. This building is anticipated to become the location

for the more formal exhibit area of the proposed RTM.

The first Boiler Shop was built in 1872 in the area now occupied by the transfer table. The second (and current) Boiler Shop was built in 1888, and was the site of not only major boiler construction and repair, but also construction of tenders and steel locomotive cabs. The Boiler Shop underwent a major modification about 1916, when the entire center portion was removed and a new building constructed in its place to include an overhead crane. In the 1950s, when diesel locomotives replaced steam, the Boiler Shop was repurposed as the Truck Shop. The last railroad operations in the building ceased in 1999, and CSRM moved its Restoration Shop there in 2000. Restoration and conservation projects, as well as repair and maintenance of CSRM's operating steam and diesel locomotives, coaches, and converted freight cars, take place in the Boiler Shop. As part of the proposed RTM, operation of the Restoration Shop would continue, with visitor access added.

The original turntable in this location, a 55-foot Sellers cast iron turntable, was installed as part of the Roundhouse construction in 1868. It was replaced with a 75-foot steel girder turntable in 1895. The current 100-foot turntable, nearly twice the length of the original, was installed in 1943. It remained in use until the mid-1990s and will continue to operate as part of the proposed Railroad Technology Complex.

The original transfer table was installed in 1888, running between the Erecting Shop and the second Boiler Shop, and partly covering the site of the first Boiler Shop. The current transfer table was installed about 1905, built to an innovative patented design (No. 835,015, patented 1906) that eliminated the deep pit that characterizes most transfer tables. Heavy locomotive repairs were moved out of the Erecting Shop in 1992 and the old transfer table structure was cut up for scrap in 1995, but the in-ground portions remained in place. These have been renovated by CSRM for the new reconstructed Transfer Table (see below).

The first historic survey to assess the potential historic significance of buildings and structures on the Railyards property was conducted in 1990 and identified approximately 39 such buildings and structures, built during the property's proposed period of significance—1868-1992. The historic survey report was incorporated into the Railyards Specific Plan and Richards Boulevard Area Plan, completed between 1992 and 1994. The associated Specific Plan EIR identified historically significant buildings and structures on the property, representing a core group of resources, and the need for additional work to identify a historic district and evaluate the impact the Railyards project development would have on these resources.

The Southern Pacific Sacramento Railroad Railyards Historic Property Inventory and Evaluation Report, prepared in 1998 for the Union Pacific Railroad Company, inventoried and evaluated the central core of the Railyards and assessed the other remaining buildings on the property at that time. This report includes a map of the proposed historic district and concludes that there was a historic district on the Railyards property that appeared to meet the criteria for listing in the NRHP and was also eligible under the City's historic preservation ordinance. Between 2001 and 2003, the National Park Service recorded the buildings and structures in the historic district of the Railyards for the Historic American Engineering Record (HAER CA303), entitled the Southern Pacific Company Sacramento Shops (JRP Historical Consulting: 2007).

The Southern Pacific Sacramento Shops was adopted by ordinance to the Sacramento Register of Historic and Cultural Resources as the Central Shops Historic District in 2007, and, within the planning area, includes the Erecting Shop, Boiler Shop, and turntable as contributing historic resources (City of Sacramento: 2007). The State Parks Capital District is in the process of nominating the Central Shops Historic District to the National Register of Historic Places, using the same historic district boundaries adopted by the City of Sacramento.

Sacramento Southern Railroad Right-of-Way

The railroad right-of-way, owned by State Parks, runs from a connection with the UPRR near OSSHP, south pass the Sacramento Zoo to approximately 200 feet south of South Land Park Drive and from the Pocket/Meadowview area to the small riverside town of Hood. No specific determination of eligibility for listing of the right-of-way on historic registers has been conducted to date. A records search to determine if known historical or archaeological sites lie within the right-of-way of the proposed excursion train extension to the communities of Freeport and Hood was conducted in support of preparation of the *Draft Environmental Impact Report Steam Excursion Train: Old Sacramento to Hood*, prepared in 1989 (State Parks 1989). The records search revealed no findings within the right-of-way itself, with the exception of one site located about two blocks from the right-of-way. A field survey conducted in the general vicinity of the proposed new tracks and passenger loading platform, proposed as part of the 1989 project, indicated nothing that suggested the existence of an archaeological or historical resource at this location. However, as mitigation to prevent avoidable damage to archaeological resources that could potentially be encountered during the construction of passenger loading platforms, the EIR recommended that an experienced archaeologist should monitor any grading or trenching that would be associated with future construction (State Parks: 1989).

HISTORIC RECONSTRUCTIONS

Table 2-8 identifies the reconstructed historic-era buildings and structures in OSSHP. Each reconstructed building or structure is further described below.

Table 2-8: Reconstructed Historic-Era Buildings and Structures in Old Sacramento State Historic Park

Building Name	Year Reconstructed	National/State/Local Register Status
Big Four Buildings (Stanford Brothers Store, Huntington Hopkins & Co. Hardware Store, and CPRR Boardroom)	1967	National Historic Landmark (designated in 1961, reaffirmed in 1975) NRHP—listed CRHR—listed
CPRR Passenger Station	1976	Not Listed
CPRR Freight Depot	1986	Not Listed
Tehama Block Building	1990	Not Listed
Eagle Theatre	1974	California Historical Landmark No. 595
Connecticut Mining & Trading Company/McDowell Building	1983	Not Listed

Notes: CRHR = California Register of Historical Resources; NRHP = National Register of Historic Places
Source: Data compiled by AECOM in 2011

Big Four Buildings

The Big Four Buildings is a reconstruction of the original buildings associated with Leland Stanford, Collis P. Huntington, Charles Crocker, and Mark Hopkins. The Big Four Buildings is a two-story brick structure, with a stepped parapet and dentils. A wood balcony extends across the main façade. Second floor fenestration includes six-over-six wood frame windows in the Stanford Gallery portion and casement windows in the Huntington Hopkins & Co. Hardware Store portion. Pediments accent the casement windows above the Huntington Hopkins & Co. Hardware Store.

The Big Four Buildings was originally built as three separate buildings in the 1850s and was located at 52-58 K Street (220–226 K Street after 1880) on the south side of K Street between 2nd and 3rd Streets. In 1852, Stanford purchased the original Stanford Brothers Store at 56-58 K Street. It was one of a few buildings to survive the November 1852 fire. The structure was used as the Stanford Brothers wholesale merchandise store, with a large meeting hall on the upper floor. The Huntington, Hopkins & Company Hardware Store at 54 K Street was located west of the Stanford Brothers Store and was built after the fire of 1852 by Huntington and Hopkins. Hopkins joined Huntington in partnership in 1855. In 1861 they purchased 52 K Street, built after the 1852 fire, and joined it with their store. 52 K Street had also been built after the 1852 fire which destroyed the original building on the lot. In 1865, the buildings on K Street were raised to the new street level. In the mid 1860s, the CPRR offices expanded from the second floor of Stanford Hall into the second floor of the Huntington, Hopkins Building, before moving to San Francisco in 1873. In 1878, Stanford sold the 56-58 K Street building to Huntington, Hopkins & Co., and all three buildings were remodeled behind a united façade in 1880. To prevent its demolition, the combined building was disassembled, moved, and reconstructed at its present location on the north side of I Street in 1967. The Big Four House was declared a NHL in 1961, before its move, and its NHL listing (National Register No. 76000541) was reaffirmed after it was reconstructed at its present location on I Street. It is also listed in the CRHR. It is significant as the headquarters of the CPRR from 1861 to 1873.

Central Pacific Railroad Passenger Station

Located on the west side of Front Street in OSSHP and extending north from J Street for about half a block, the Passenger Station is a historical reconstruction of the original 1867 station that was used as the western terminus of the nation's first transcontinental railroad and served the CPRR between 1868 and 1879. In 1879, a new depot was built along the realigned mainline adjacent to the Shops. The old passenger and freight stations along Front Street were demolished and replaced with a new, large freight station. The 1868-1879 Passenger Station is a wood frame building with a gable roof that features monitors and dormers. It has board-and-batten siding and six-over-six windows sheltered by canvas awnings. The reconstruction was a Bicentennial Project completed in early 1976 as the first element of the new CSRM. The goal was to reconstruct the station as it appeared in 1876.

Central Pacific Railroad Freight Depot

Located on the west side of Front Street between J and K Streets, the Freight Depot was first constructed in 1864 and extended in 1868. As related above, the 1864–1868 Freight Depot was demolished in 1880 and replaced with a new, much larger building. The newer building burned in 1972. In 1986 a replica depot was reconstructed by State Parks to resemble the depot that stood between 1868 and 1880; it became the center of the operation of CSRM's SSRR excursion train operation. In 1996–1997, the Freight Depot was modified by the addition of the Old Sacramento Public Market, which substantially altered its appearance. State Parks intends to return the building to its 1868–1880 appearance.

Tehama Block Building

Located at the northeast corner of Front and J Streets, the Tehama Block Building was a two-story structure, constructed by S. C. Bruce in the summer of 1851, that occupied the site of the 1849 wood frame Tehama block building of S. Taylor and Company. The Tehama Block Building was among the brick structures that survived the fire of 1852. A brick extension was added to the north side of the building about 1858. The Tehama Block Building was demolished in the 1960s and the 1849 wood building was rebuilt by State Parks in 1990. The reconstructed building, in the Greek Revival style, features a parapet with squared columns and a wraparound porch. It has wood siding, six-over-six windows, and glazed wood doors.

Eagle Theatre

The Eagle Theatre, a temporary canvas and board structure with a tin roof, was completed in early September 1849 by Hubbard, Brown and Co. It was purposely built as a theater and operated for only three months before it closed permanently in January 1850 as a result of flooding. In 1957, the site of the Eagle Theatre was designated a California Historical Landmark (No. 595) as the site of the first building in California built as a theater. The Eagle Theatre was reconstructed in 1974 and was the first element of OSSHP to open to the public.

Connecticut Mining & Trading Company/McDowell Building

Adjacent to and north of the Eagle Theatre were two frame and canvas buildings occupied by McDowell and Co. in 1849. The firm first operated under the name Crowell and McDowell, but by May 1850, it had become Crowell, Dudley and McDowell. The frame and canvas buildings burned in the fire of November 2–3, 1852, and subsequently were replaced in the mid-1850s by a brick building ultimately owned by the Baker and Hamilton Company. The 1849 structure was reconstructed by State Parks in 1983, and is signed "C.M.&T. Co.," as shown in the January 1850 flood bird's-eye view.

ARCHAEOLOGICAL RESOURCES

Archaeological resources have the potential to be present throughout the OSSHP planning area including along the banks of the Sacramento River, site of the Historic Sutter's embarcadero; beneath the fill covering the 1849 Scene; on the grounds and facilities of CSRM and Central Shops in the Railyards; and within the excursion train right-of-way and proposed station platforms of the former Walnut Grove branch line of the Southern Pacific Company. No comprehensive inventory has been conducted to date. Known archaeological resources present in the planning area include the sites and resources described below. Other potential types of archaeological deposits in the planning area may include trash dumps, privy pits, additional railroad artifacts, underwater features relative to the docks and shipping, remains of Native American settlement, and remnants from other uses of the area.

Central Pacific Railroad Trestle in the Railroad History Museum Parking Lot

In October 2008, portions of an early CPRR trestle were exposed in the back parking lot of the RHM during a grading project. Overlaying historic maps showed that the trestle was on the original alignment of the CPRR mainline that was extended through Sutter Lake in 1866. Other similar trestle remains have been observed at several other locations along that mainline route, specifically at the site of the 7th Street undercrossing of the UPRR line, and in Thomas Enterprises' excavations for remediation of toxics that cut into the old mainline northwest of the Boiler Shop in the old SP Shops complex. An archaeological report was prepared on the 7th Street excavations (City of Sacramento 2006:35–37, 47–48). It appears that all trestles were built in 1866 as the first step in constructing the permanent fill for the new mainline through Sutter Lake.

Footings and Sites in 1849 Scene

Several preliminary archaeological studies were completed by State Parks for the half-block area, bound by Front, I, and J Streets, and Commonwealth Alley. During development in the 1970s, the existing buildings were removed, although their cellars and cellar walls were mostly left intact, and the area was covered with fill dirt to "preserve" what archaeological remains were on the site.

Footings for Roundhouse at the Railroad Technology Complex (Central Shops District)

The footings for the southwest corner of the Roundhouse are visible just north of the Boiler Shop. The Roundhouse, constructed in 1868 in a half circle around the turntable (see above), was torn down in 1959.

Footings for Other Structures at the Railroad Technology Complex (Central Shops District)

Other building footings are visible west of the Boiler Shop. These are the footings for buildings constructed in the 1920s and 1960s. Older footings are likely underground.

CULTURAL LANDSCAPE FEATURES

A cultural landscape provides a sense of place and time. They are associated with significant events, activities, or people. Generally, cultural landscapes are divided into four categories: historic sites, which is a landscape associated with a significant historic event, activity or person; historic designed landscapes, which is a landscape consciously designed or planned by a master landscape architect, planner, architect or gardener; historic vernacular landscapes, which is a landscape that has evolved over a period of time through use by people who occupied and shaped the landscape; and ethnographic landscapes, which is a landscape having a variety of natural and cultural resources that associated people consider heritage resources (Birnbaum 1996:4–5).

The OSSHP is an element of the larger historic vernacular landscape of the Old Sacramento Historic District. As a historic vernacular landscape the components that contribute to the landscape should be viewed as a whole and not individually. This landscape evolved as a result of the early business enterprises that supported the gold rush and railroad activities. The physical elements that remain include the buildings, railroad tracks, waterfront, and docks, and circulation patterns. The spatial relationship between the existing historic buildings, the railroad tracks, waterfront, and street grid are character-defining features of the larger historic vernacular landscape. The height and orientation of the buildings also contributes to the organization of the landscape and creates a visual relationship. The historic buildings that form the district have a functional relationship within the landscape. The Central Shops Historic District is its own vernacular landscape and reflects the period when steam and diesel locomotives were built and repaired on-site. The spatial organization of the buildings and the tracks provides a both a functional and visual relationship that enhances the historic character of the district.

COLLECTIONS

The most significant and important artifacts in OSSHP are the original buildings that are still standing and the artifacts found on-site. Collections in OSSHP are used for exhibit and research, as well as interpretation and education. Only a small portion of OSSHP's collections is on exhibit. CSRM has the largest collection, dating from 1969 (Table 2-9). The most used portions of CSRM's documentary collections (photographs, published materials, and ephemera) are stored in the Big Four Building. The connected basement levels of the Big Four Building and Dingley Spice Mill are used as an archival basement space. More extensive documentary collections, object collections, and technical drawings are stored off-site, along with collections from other OSSHP facilities (the B. F. Hastings Building; Eagle Theatre; and Huntington, Hopkins & Company Hardware Store). Numerous archaeological studies conducted in Old Sacramento, and more specifically, on State Parks property have discovered and preserved many small artifacts. These are detailed in the various reports completed for the different studies. The types of collections on display in OSSHP are summarized in Table 2-9, according to the facilities at the park where they are found. For more information about the extent and history of the CSRM collections, refer to Appendix D.

OTHER ACCESS TO COLLECTIONS

Remote access to portions of the CSRM collections is available at the museum's website: www.californiastaterailroadmuseum.org, which includes photographs of the museum, its exhibits, short essays on various railroad history topics, and a detailed roster of the full-sized railroad equipment collection. The primary point of public access to CSRM documentary collections is CSRM Library, open to the public 20 hours per week. A librarian, archivist, and support staff handle approximately 5,000 reference requests each year. The library's collection of more than 2 million photographs is heavily used for on-site research and reproduced in print and media sources worldwide.

Table 2-9: Existing Collections on Display in Old Sacramento State Historic Park

Facility	Theme and Type of Collections	Description of Collections
Railroad History Museum	Theme of railroads and railroading, with emphasis on California and the West; collection includes small 3-dimensional artifacts, documentary collections, and full-size locomotives and cars; focus of documentary collections is on presenting the history of railroads in California and the adjacent states from the 1850s to the present, and acquiring materials relating to the past and present social, economic, political, cultural, technological, and environmental impacts of railroads on the region	The nucleus of the museum's collection dates from 1969 with the donation of 15 steam locomotives and cars; approximately 10% of the museum's permanent collection is on display at the current museum, with opportunities to rotate temporary exhibits to display more of the museum's collections; 82 pieces from the museum's collection of full-size locomotives and cars are on display within the existing CSRM building, under the train shed adjacent to the CPRR Passenger Station, and along the right-of-way of CSRM's excursion train line and the SSRR
Future Railroad Technology Museum (Central Shops)	Full-size historic trains and cars	Includes historic Central shops dating to the first transcontinental railroad; the Erecting Shop houses several historic trains and cars
Big Four Building	Huntington, Hopkins & Company Hardware Store: 3-dimensional artifacts and replicas; second floor includes reproductions of period furniture and items from CSRM's permanent collections; basement includes archival collections	Huntington, Hopkins & Company Hardware Store represents the interior of a mid-19th-century establishment, and includes original artifacts and replicas of tools, hardware, building supplies, kitchen implements, and other goods; the second-floor meeting room and CSRM library are designed to represent a period appearance, using reproduced period-appropriate furniture; the second floor also displays artwork and miniature models from CSRM's permanent collections
CPRR Passenger Station	Includes pioneer and Gold Rush artifacts from Sutter's Fort and 19th-century railroad equipment	Serves as house museum representing station offices, and waiting and baggage rooms; includes purchased

Table 2-9: Existing Collections on Display in Old Sacramento State Historic Park

Facility	Theme and Type of Collections	Description of Collections
		period-appropriate furniture and artifacts and displays related pioneer and Gold Rush items from the Sutter's Fort collection; period appropriate railroad equipment is positioned under the train shed
Dingley Steam Coffee and Spice Mill	Archival collections	Basement level of the Big Four Building and Dingley Spice Mill houses archival collections
B. F. Hastings Building	Artifacts relating to settling the West and pioneer life; house museum on second floor includes period-style furniture and artifacts, representing the California Supreme Court chambers	1860s stagecoaches and artifacts are displayed at the Old Sacramento Visitor Center on the ground floor; second-floor rooms have been refurbished to appear as they did from 1855 through 1869 when the California Supreme Court was in residence, with furniture and artifacts from that time
Eagle Theatre	Gold Rush–era antiques and saloon bar	The bar in the theater comes from a Gold Rush saloon in Bear Valley, typifying bars of the time; also includes purchased antiques and a vintage upright piano
Tehama Block Building and CM&T Company /McDowell Building	No current collections	Except for a gold scale on loan to the Skalet Family Jewelers on the first floor of the Tehama Block Building, there are no current collections on these sites

Notes: CM&T = Connecticut Mining & Trading; CSRM = California State Railroad Museum
Source: Data compiled by AECOM in 2011

CSRM Library adds its published holdings to the Online Computer Library Center, an international bibliographic database available as "World Cat" at hundreds of public, university, and special-interest libraries worldwide. In 2001, the North American Railway Foundation funded the addition of selected library catalogs to CSRM's website. Researchers can search for information about the library's holdings of books and other published materials, archival and manuscript collections, engineering and architectural drawings, and selected photograph collections. With support from the Library Services & Technology Act between 2001 and 2003, CSRM Library partnered with three Sacramento research institutions (California State Library, Center for Sacramento History, and Sacramento Public Library) to create Sacramento History Online (www.sacramentohistory.org), which features images and descriptions of more than 2,000 documents (photographs, pamphlets, posters, and other ephemera) relating to the history of transportation and agriculture in the Sacramento area. Additional public access to CSRM collections comes through loans to other institutions or through special projects and events.

COLLECTIONS CARE

OSSHP's curatorial department currently (as of 2010) employs a director of collections, a librarian, an archivist, and three curators—one with a focus on history and technology and the other two on object care and preservation. The department also includes a museum technician, a museum custodian, and seasonal support staff and a loyal cadre of volunteers. Chapter 2000 of the State Parks *Department Operations Manual* defines State Parks' policies and procedures for managing museum collections. State Parks' two-volume *Museum Collections Handbook* provides more details on these policies and includes chapters on acquisitions, registration, cataloguing, condition reports, conservation, and other core functions associated with collections management. Curatorial department staff members implement nationally recognized standards for all aspects of collections management as defined by the American Association of Museums, the American Library Association, the Association for State and Local History, and the Association of Railway Museums.

2.3.4 AESTHETIC RESOURCES

SCENIC RESOURCES

Scenic resources are what give parks a unique sense or quality of place. Scenery can be the general appearance of a place and the features that contribute to its views or landscapes. Scenery consists of biophysical elements (landforms, water, and vegetation) and cultural or human-made elements (structures, water features, and managed landscapes). Many of the resources referred to as "scenery" or "scenic resources" may also be considered cultural landscape features in many instances (e.g. viewsheds, landforms, water, vegetation, human-made elements) and need to 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, when visiting California parks.

OSSHP is on the western edge of Sacramento's urban area, within the historic district of Old Sacramento. The historic district is separated by the elevated portion of I-5, which runs along the western edge of the Downtown Central Business District. OSSHP is located along the east bank of the Sacramento River and has views across the river to West Sacramento's Riverwalk Park and the adjacent high-rise buildings in West Sacramento (Photo 1). The visual resources within OSSHP and greater Old Sacramento are primarily historic buildings or reconstructed historic buildings that exhibit similar architectural elements, derived from the mid to late 1800s. The visual resources within OSSHP and greater Old Sacramento are primarily historic buildings or reconstructed historic buildings that exhibit similar architectural elements, derived from the mid to late 1800s.

Photo 1: *View from I Street of a high-rise building across the river in West Sacramento*

These elements include covered wooden boardwalks with columns, brick buildings, wood frame windows and doors, and defining vertical elements such as a pilasters or parapets. The main portion of OSSHP is located at the north end of Old Sacramento, and OSSHP facilities blend in with the visual setting of the historic district. The B. F. Hastings Building, which is part of OSSHP but located in a separate area of Old Sacramento, is not visually distinct from adjacent non-OSSHP structures (Photos 2 and 3).

Photo 2: *View to the north on Front Street toward the Sacramento History Museum*

Photo 3: *View of OSSHP west along J Street*

Some modern buildings, such as the RHM, are present but do not dominate the views within the historic district. The bank of the Sacramento River in OSSHP is developed with a wooden boardwalk and historic buildings associated with the railroads, railroad tracks, and rolling stock (Photo 4). Pedestrians and bicyclists can be seen traveling along the boardwalk enjoying the serene views of the river. Public access to the main portion of OSSHP is limited to pedestrian and bicycle traffic, to maintain a visual character that conveys a truer sense and feeling of the historic Gold Rush era than in the surrounding historic district, where streets are open to vehicles and street parking (Photos 5 and 6). OSSHP extends north of Old Sacramento along the Sacramento River bank, with a pedestrian/bicycle path between the riverfront embarcadero and the I Street Bridge. Visual resources in this area are mainly riverside vegetation and the river (Photo 7). Views of the inland side of the pedestrian/bicycle trail include a flood wall and barren grass areas underneath the elevated approaches to the I Street Bridge (Photo 8).

Photo 4: *View of the boardwalk and railroad tracks along the Sacramento River*

Photo 5: *View south to Old Sacramento on Front Street with traffic access and on-street parking*

Photo 6: *View of OSSHP along I Street, without vehicular traffic on-street parking*

Photo 7: *View of the river edge at Riverfront Park, between the boardwalk and I Street Bridge*

Photo 8: *View north on the Sacramento River Parkway Multi-Use Trail, between the flood wall and grass areas*

The planning area for OSSHP also encompasses two historic shop buildings in the Railyards redevelopment area—the Boiler Shop and Erecting Shop (Photo 9)— to house the future RTM. Visual resources in the vicinity of the Central Shops Historic District include scattered brush, old debris, dilapidated buildings and structures in need of repair, and heavy locomotive equipment, with potential historic or interpretive interest. Infrastructure improvements adjacent to the future RTM site, including the construction of station platforms, associated with the relocation of the existing Capital Corridor tracks next to the Central Shops, and plans for the construction of pedestrian and bike tunnels to serve future development, are recent additions to the Railyards landscape.

Photo 9: *View of Boiler and Erecting Shop (Photo by JRP Historical Consulting, LLC; 2006)*

The SSRR right-of-way area traverses the Sacramento River levee through commercial, industrial, and suburban residential areas of the City and rural portions of Sacramento County to the town of Hood (Photos 10, 11, and 12).

Photo 10: *View of the rail right-of-way through suburban neighborhoods in Sacramento County*

Photo 11: *View of farmlands along the railroad right-of-way*

The sequence of visual resources along the right-of-way in the planning area consist of: 1) upon departure from the CPRR Freight Depot, the Old Sacramento boardwalk, riverfront structures, historic buildings, and parks in Old Sacramento; 2) views of the Sacramento River, the Riverfront Promenade, landmark Tower Bridge, and Crocker Art Museum between Capitol Mall to Front Street; 3) commercial, residential, and industrial uses adjacent to Interstate 5 and across the river to West Sacramento to the Miller Park Marina; 4) dense vegetation and open space paralleling Interstate 5 through the Baths turn around

Photo 12: *View of habitat on the Sacramento River Delta along the railroad right-of-way*

stop; a crossing of the bridge over Interstate 5; and 5) vegetated right-of-way area with views of back yard fences east of the tracks and park and community facilities (Sacramento Zoo and Holy Spirit Parish School) west of the tracks, from the levee embankment of the train tracks between Riverside Boulevard and Sutterville Road. The southern segment of the excursion right-of-way consists of: 1) views of agricultural lands, rural residential areas, and the Bartley Cavanaugh Golf Course, along the Sacramento River through the Freeport area; 2) views of the Sacramento River Delta lakes, water bodies, rural landscape, natural habitat areas, and agricultural lands traveling inland on a secondary levee to Hood-Franklin Road; 3) bridge crossing at Hood Junction; and 4) the small, rural community of Hood, ending near the Sacramento River."

OSSHP is also visible from surrounding areas. Visual resources within OSSHP visible from the Tower Bridge include the Old Sacramento waterfront, Delta King riverboat (permanently anchored), and two Hornblower Cruises riverboats. The Big Four Building, Dingley Spice Mill, and the Passenger Station, located within OSSHP, are partially visible beyond the riverboats (Photo 13).

Photo 13: *View of OSSHP from the Tower Bridge*

Visual resources within OSSHP are also visible on the west side of the Sacramento River in West Sacramento. River Walk Park, located near Raley Field, at the base of the Ziggurat Building, is directly across from OSSHP, between the I Street Bridge and the Tower Bridge and is the site of a summer concert series that takes place through late September. Visual resources visible from River Walk Park include partial views of the Passenger Station across the Sacramento River (Photo 14). Taller buildings in Downtown Sacramento are dominant in the middle ground.

Photo 14: *View of OSSHP from River Walk Park*

AUDITORY RESOURCES

Many people associate or remember the quality of a place, according to the sensory experiences they have when they visit it. Activities in OSSHP and greater Old Sacramento provide visitors a unique auditory experience, offering both peacefulness and commotion. Because OSSHP is located in an urban location next to the Sacramento River, ambient sounds in the area come primarily from urban sounds, such as cars honking their horns, people talking, and the shopping, dining, and tourist activities at the park and along the riverfront. Ambient noises in OSSHP come from the traffic sounds of the surrounding I-5 and I Street Bridge and from Amtrak's Capitol Corridor trains, which can affect the visitor experience of OSSHP and requires tour leaders in Old Sacramento to carry sound amplification systems. Sounds, unique

to OSSHP, include the buzz from engines of boats on the river, the noise from cars and horse-drawn carriages moving along the streets, the echoes of footsteps along the boardwalk, the whistle and toll bell of the excursion train, and the sounds of clamoring schoolchildren on field trips to the park. Sounds from activities and events occurring on the opposite side of the river in West Sacramento such as, music concerts on the river and ball games at Raley Field can also, on occasion, be heard in Old Sacramento.

Sounds in OSSHP change over the course of the day with the activities occurring in the park. Noise levels can vary from quiet, early on a weekday morning to very loud when loudspeakers and large crowds are out in Old Sacramento for a special weekend event. The auditory experience in the area also varies at different locations. Visitors may choose to participate in the clamor of Old Sacramento's commercial areas, sit under the quiet gaze of the Sacramento River, or find a picnic table in the grass area of the 1849 Scene.

Sounds associated with the excursion train operation from Old Sacramento to Baths include train whistles, crossing bells, and the hum of the train engines as it travels and turns around on the right-of-way. Excursion train service has not operated on the segment from Baths to Hood since the excursion train line was abandoned over 30 years ago and thus, noise from train engines and horns are a concern for residents located along the right-of-way. Noise sensitive receptors, including residences, places of worship, and other land uses exist along the excursion train right-of-way area.

2.4 OPERATIONS AND MAINTENANCE SERVICES

State Parks' facilities management staff provides the necessary services to maintain OSSHP's existing structures and infrastructure (water, sewer, electric, gas, and telecommunication services) in coordination with utility providers. As described below, facilities management staff members also maintain roads, trails, interpretive signage, and other facilities needed to maintain a safe and comfortable park experience.

2.4.1 FACILITIES MANAGEMENT

Table 2-10 describes the existing conditions of OSSHP facilities, current facilities management issues, and the opportunities/anticipated uses and proposed improvements that could enhance the functions, experience, and sustainability of OSSHP.

Table 2-10: Old Sacramento State Historic Park Facility Management Issues/Conditions, Opportunities, and Impacts of Proposed Improvements			
Facility	**Issues/ Existing Conditions**	**Opportunities/ Anticipated Use**	**Impacts of Proposed Improvements**
General Uses			
Structures	Subterranean termites at B. F. Hastings Building, Eagle Theatre, Tehama Block Building, and McDowell Building	Treat all wooden buildings for subterranean termites	Ability to preserve the life of these important structures and resources
Office Spaces	State Parks staff are located in separate buildings because of space limitations; storage space for project files, drawings, and maps is insufficient	Provide more office and assembly spaces; to consider expanding State Parks office space at the park in a new facility	Improved working environment with collocated office facilities and more meeting and file spaces
Workshop Spaces	Fabrication shop is located in an offsite warehouse	Provide workshop space at the proposed Railroad Technology Museum	Enhance park operations and opportunities with new, improved workshop space
Building Facilities/Functions			
Fleet and Storage Areas	These areas are located in parking lot in back of the existing California State Railroad Museum; vandalism occurs occasionally	Plan a space for storage closer to park operations, with a place to store overstock lumber; provide a recovery wash station for trains and vehicles	Improved efficiency of park operations
Staff Housing	None provided for OSSHP		
Pony Express Plaza	Irrigation issues have arisen; lighting systems need to be upgraded	Add drinking fountain and adequate seating for visitor convenience	Emphasis of the Pony Express Plaza as more of a destination site
1849 Scene	Open space is often used for special events	Provide electrical and water service to the site for special events	Improvement of this area for special events in Old Sacramento
Eagle Theatre	Theater is used by State Parks to show films and for special events. Audio-visual equipment is outdated; need ADA access to the facility's lower level and better lighting	Update ADA access and theatrical lighting and audio-visual equipment; provide opportunities for a concession space	Design that allows the facility to be more effectively used to generate revenue and serve multiple uses
Tehama Block Building	Fire escape brings people into the yard area with no way out	Update the facility for fire safety	Enhanced public safety of those occupying the building
Railroad History Museum	• Need for sheltered and separate group entrance on the east side of the building and improved museum facade entrance		Improved experience for visitors to the museum

Table 2-10: Old Sacramento State Historic Park Facility Management Issues/Conditions, Opportunities, and Impacts of Proposed Improvements

Facility	Issues/ Existing Conditions	Opportunities/ Anticipated Use	Impacts of Proposed Improvements
	• Need to upgrade wood doors on the rear of the museum building with hydraulic or air curtain technology • Need to upgrade lighting in some zones of the museum • Need for a backup generator for public safety in case of emergency • Need to overhaul turntable		
Sacramento Southern Railroad Excursion Train Line	• Explore ideas for the excursion train, including the more natural segment of the ride proposed for the Hood area		Expansion of a popular tourist activity for new interpretation opportunities
CPRR Passenger Station	• Need to upgrade tracks, boardwalk areas, and gates • Need to upgrade lighting • Need to address potential hazmat issues below the facility • Facility has gone through some partial upgrades and presents an opportunity for a future concession		Improved visitor experience and use of the facility
CPRR Freight Depot	• Needs roof replacement • Remove Public Market additions to restore the original character of the Freight Depot • Add historic track		Improved visitor experience of the facility
Visitor Facilities			
Picnic site next to the Sacramento History Museum	• Need area upgrades with better lighting and visitor amenities • Identify the footprint of the Transcontinental Railroad		Improved experience for visitors to the park
Riverfront Park	Reassume maintenance of Riverfront Park from the City (City has a 20-year operating agreement on the property) to enable landscape improvements in the area and use for interpretive purposes		Improved experience for visitors to the park
Trails	• Move unsafe bike trail access near I Street and explore better access points • Provide a safe trail connection between the Railyards and the existing Railroad History Museum building • Consider extending bike trail along the railroad right-of-way		Improved public safety on trail facilities and improved visitor use of and recreation in the park
Boardwalk Areas	Ongoing upgrades are needed; consider use of a recycled material that improves the longevity of the boardwalk and provides an easier surface (with fewer gaps) to walk on, and assists with , rodent control issues		Improved visitor experience and use of the facilities
Landscaping	Soil cement along Front Street and I Street to J Street has barren appearance; interpretive area and special-events areas could be upgraded for better drainage, ADA access, and aesthetic appeal		Improved visitor experience and use of the facilities

Table 2-10: Old Sacramento State Historic Park Facility Management Issues/Conditions, Opportunities, and Impacts of Proposed Improvements

Facility	Issues/ Existing Conditions	Opportunities/ Anticipated Use	Impacts of Proposed Improvements
Boating Access	Potential boat access at Riverfront Park		Expanded visitor opportunities
Infrastructure			
Water	• Need to upgrade water and fire suppression system • Irrigation and landscaped water is from the municipal water supply; need to update irrigation systems for planters at the existing Railroad History Museum and for the 1849 Scene • Need to upgrade metering systems and isolate for individual buildings to monitor water use and understand high-water-use issues		Improved visitor and occupant uses of OSSHP and potential to improve water efficiency
Sewer	• Area uses the City's municipal sewer • Need to plan to accommodate large events in Old Sacramento that can overload the system • Need to upgrade plumbing in the CPRR Freight Depot and Passenger Station for proper drainage		Improved visitor and occupant uses of OSSHP
Storm Drains	• Need to consider replacing soil cement that clogs up storm drains • Need to fix grade differences at the Eagle Theatre for proper drainage		Improved visitor and occupant uses of OSSHP
Electrical	• Need to upgrade wiring systems to meet LEED® Silver or Title 24 industry standards • Need to upgrade metering systems and isolate individual buildings to monitor energy use and understand high-energy-use issues • Need to consider opportunities for using alternative energy sources, including solar panels on the existing Railroad History Museum building		Improved visitor and occupant uses of the park and potential to improve energy efficiency
Gas	• Need to upgrade lines and meters of all facilities to enable tracking of gas usage • Need to update heating and air conditioning systems in various facilities of the park		Potential to improve energy efficiency at OSSHP
Telecommunications (phone, Internet, radio)	• Need to upgrade telecommunications systems with wireless or fiber-optic technology as existing hard-wired phone lines in all buildings are tapped out		Improved visitor and occupant uses of OSSHP

Notes: ADA = Americans with Disabilities Act; City = City of Sacramento; LEED® = Leadership in Energy and Environmental Design; OSSHP = Old Sacramento State Historic Park
Source: Data compiled by AECOM in 2011

2.4.2 PUBLIC SAFETY

PUBLIC PROTECTION SERVICES

State Parks peace officers have the primary public safety and law enforcement responsibility for properties within OSSHP. The Sacramento Police Department has concurrent law enforcement jurisdiction for park property that is located within city limits. The Sacramento County Sheriff's Office has concurrent law enforcement jurisdiction for park property that is located in the unincorporated area of Sacramento County. The California Highway Patrol has concurrent law enforcement jurisdiction for all state facilities. State Parks peace officers occasionally are called to assist or back up a local police officer, California Highway Patrol officer, or other law enforcement officers. Persons arrested in OSSHP are booked into the Sacramento County Main Jail in Downtown Sacramento. The Downtown Partnership facilitates additional nighttime security patrols.

FIRE PROTECTION AND EMERGENCY SERVICES

State Park's peace officers provide emergency medical response for OSSHP. The Sacramento Fire Department has the primary responsibility for fire protection and emergency medical response on OSSHP property, within city limits.

2.4.3 CONCESSIONS

Two concessions exist within OSSHP: Skalet Family Jewelers, which has been in the Tehama Block Building since 1992; and the Wells Fargo Museum, which has been in the B. F. Hastings Building since 1996 (Wells Fargo Bank occupied space 1976-1996). Skalet Family Jewelers is a fifth-generation fine jewelry store, possessing the qualities, desirable in a State Park and national historic landmark district. Its contract is nearing expiration and will be put out to bid in the near future. The Wells Fargo Museum in Old Sacramento is a satellite of the Wells Fargo Center's museum located Downtown and features Wells Fargo's historic role in the California Gold Rush. The Old Sacramento Visitors Center, currently operated by the Convention and Visitors Bureau, shares space with the museum on the first floor of the B. F. Hastings Building. The visitors center is not well situated to allow optimal visitor access. State Parks is working with local partners, in 2014, to explore the concept of a multiagency visitor center in this space.

In 2005, OSSHP assumed control from the City of the "public market," housed in the Freight Depot. Leases with all but one vendor have expired and have not been renewed; future plans include returning the Freight Depot to its original look and function. The Depot provides the ticketing station and crew room for the SSRR excursion train operations. One of the City's lessees remain, Produce Junction, serving food items. This lessee is operating under a month to month contract.

The Museum Store and Huntington, Hopkins & Company Hardware Store sell items that interpret the mission of CSRM and OSSHP. These stores are operated by the California State Railroad Museum Foundation.

2.4.4 ACCESSIBILITY

Many of the visitor facilities in OSSHP, such as CSRM and most public restrooms, are designed to be ADA compliant and provide features that assist with visitor mobility. Ramps, lifts, bumpers, high-contrast strips, and other details have been provided to help people with mobility impairments navigate the visitor facilities and sidewalk areas. Wheelchairs are provided at the ticket office in CSRM for visitors with walking impairments. Interpretive media are not fully accessible at CSRM, although improvements have been made to signage and audio tours, to meet some ADA guidelines for accessibility. Boardwalk areas are challenging for people with visual impairments or for those needing to use canes; they will require future improvement studies, in coordination with the City.

Historic buildings and reconstructed buildings are not fully accessible. Access to the Eagle Theatre restrooms is difficult for persons with mobility impairments. An elevator is needed in the B. F. Hastings Building for ADA access to the original Supreme Court on the second floor. Historic railcars are not ADA accessible. Riverfront Park is not ADA accessible.

2.5 INTERPRETATION AND EDUCATION

Interpretation and education heightens and increases public understanding, appreciation, and enjoyment of natural, cultural, and recreational values. Providing meaningful, powerful, and inspiring experiences and opportunities is one of the core initiatives of State Parks. The educational and interpretive programs and facilities provided by OSSHP attempt to describe the park's physical and cultural aspects in such a way as to create relevant meaning for visitors and foster personal and lasting connections to the history of early Sacramento and railroad history, both nationally and within California.

2.5.1 EXISTING INTERPRETATION AND EDUCATION

Since there has not been a general plan for OSSHP, there are no formal interpretive plans or themes established for the Park. The 1970 General Development Plan and Interpretive Plan for OSSHP, prepared, respectively, in 1970 and 1971 are the closest current equivalent to a General Plan for the park. These plans focus on depicting the scenes and activities of the Gold Rush and early days of Sacramento, as well as, the role of the railroad and river transportation in the growth of urban and industrial development in the state. The interpretive theme guiding OSSHP today is a portion of the December 1973 Statement of Purpose: "Make available to the people forever, for their enlightenment, inspiration, and enjoyment, part of the town of Sacramento in preserved, restored, and reconstructed form as a representative example of the town environment from 1849 to the latter part of the nineteenth century together with the scientific, historic, and recreational values inherent to the area…"

Though these earlier plans and guidance provide general recommendations for interpreting the historic activities and resources at OSSHP, they do not provide enough specific guidance to support evolved, current development and interpretation goals for OSSHP.

The guiding interpretive themes, that follow, have been developed for the RHM, as part of its development but do not yet exist for other facilities of the park.

1. The impacts of railroads on California and the West [changed America]

2. The inception, planning and construction of the nation's first transcontinental railroad [is one of the great American achievements of all time]

3. The development of railroad technologies associated with rail transportation in the US from 1820s to the present [continue to affect our lives today]

4. The bilateral effects of railroads on society [are profound]

For individual exhibit areas in the museum and within specific exhibits, numerous themes and subthemes have been developed. Circa 2005, a major exhibit renovation throughout the facility introduced concepts of how people have been affected by the railroad, and specific examples of railroad workers and employees have been included in the interpretation, through the use of mannequins, personal belongings, and stories collected from historic incidents and specific people who worked on railroads. A variety of interpretive activities and programs currently occur in six main areas of the park- the RHM, CPRR Passenger Station and adjacent track, the 1849 Scene, Eagle Theatre, B.F. Hastings Building, and the SSRR. Programs and activities consist of tours, museum exhibits, interpretation, educational programs, presentations, and events that are further described in the sections that follow.

PREVIOUS AND CURRENT INTERPRETATION AND EDUCATION

Planning for interpretive programs and activities has occurred since the early 1970s. Formal interpretive activities began at OSSHP in 1976, when the B.F. Hastings Building and a replica of the CPRR Passenger Station opened to the public. Interpretive programs for CSRM began when the RHM opened in 1981.

In the 1970s and 1980s, when the facilities opened, a higher proportion of paid interpretive staffers were doing formal interpretive activities such as leading guided tours, often in costume. At that time, considerable overlap existed in duties performed by paid and unpaid staff. Persons associated with the original docent class describe the period as very busy, kinetic, and chaotic, with "everyone doing everything." Special events were held more frequently and more opportunities existed for face-to-face interpretation. The Huntington, Hopkins & Company Hardware Store and Eagle Theatre were staffed by docents who provided interpretation for these structures and conducted programs. Guides and docents staffed the Passenger Station and the Supreme Court chambers in the B.F. Hastings Building.

Many changes have occurred since then, in how programs are operated and facilities utilized. Over time, programs and organizational structures became more defined. Formal tours and costumed/living-history interpretation have diminished in favor of self-guided experiences. Volunteer docents have assumed the bulk of face-to-face interpretive activities, after training and supervision by paid staff. Interpretation programs for the railroad including the Amtrak

docent program, handcar program, and SSRR excursion train and car interpretation programs were created and are currently staffed by docents. The "We've Been Working on the Railroad" grant from the North American Railway Foundation enabled the Railroad History Museum to update and make significant exhibit improvements in 2005, highlighting railroading's human face, focused on those who performed work, day and day out, on the railroad.

Building additions to the physical plant-construction of the RHM, Tehama Block, Eagle Theatre, and CM&T Company buildings, and rehabilitation of the B.F. Hastings Building, and other facilities and infrastructure have changed the interpretive opportunities and mix of interpretive activities in the park. Most notable of these changes, involve the introduction of the RHM and an emphasis on interpretation of people involved in railroad activities.

Current interpretation in OSSHP, today, is intended to tell the stories of individuals, the 1849 Gold Rush, development of commerce, trade and government, and the growth and development of Sacramento, California, and the United States. CSRM preserves the very beginnings of the transcontinental railroad and interprets the development of railroads in California, their history in the context of the development of California and the west in the 19th and 20th centuries. The Railroad History Complex and planned Railroad Technology Complex are heavily technology-based, featuring opportunities for visitors to closely examine and explore rail equipment in a safe way, and see unique historic equipment that exists nowhere else. Cultural, historic, and sociological subject matter provide insight into Sacramento's, California's, and the United States' development and growth in the 19th and 20th century.

INTERPRETATION AND EDUCATION FACILITIES

Facilities in OSSHP that are open to the public for interpretation and education activities are described and summarized in Table 2-11 that follows.

CURRENT PROGRAMS/PERSONAL INTERPRETATION

Throughout OSSHP, interpretive programs and activities include docent-led tours; school programs; special-event interpretation; roving interpretation; theme-based activities; house museum interpretation; living-history events; roving living history performances (operated by the Historic Old Sacramento Foundation) such as plays, improvisation, or musical performances, multimedia presentations; and the Old Sacramento Underground Tours.

Table 2-11: Old Sacramento State Historic Park Interpretation and Education Facilities and Uses	
Interpretation and Education Facilities	**Current Uses/Activities**
B. F. Hastings Building	
• The Wells Fargo History Museum and historic storefront on the ground floor	• Concession with interpretive displays celebrating the heritage of the bank, which opened in1852
• Old Sacramento Visitor Center	• Visitor information facility with historic artifacts from the State Parks collection including a stagecoach, representing mid-19th-century history
• California Supreme Court chambers on the second floor (currently closed to the public)	• Under renovation, it will serve as a house museum representing the California Supreme Court room
• Basement of the B.F. Hastings Building	• One of the tour stops in the Old Sacramento Underground Tours, showcasing the original level of Sacramento and the vaulted sidewalks used to raise the business district
Pony Express Plaza	
• Pocket park on the east side of 2nd Street, featuring the statue of a Pony Express rider	• National Historic Landmark and California Landmark plaques of Old Sacramento and the B.F. Hastings Building/Pony Express are located on the wall adjacent to the park
1849 Scene	
• Includes the Eagle Theatre, Connecticut Mining & Trading Company Building, and Tehama Block Building	• Representations of wood construction buildings from the Gold Rush era of the late 1840's to early 1850s and exhibit about Gold Rush merchants in the Skalet Family Jewelers store in the Tehama Block Building.
• Half block grass area	• Originally created to protect archaeological deposits, the area is used during special events, including Gold Rush Days to interpret the lifestyle and scenes of the historic district in the early 1850s
Eagle Theatre on the Gold Rush Scene	
• Replica of the 150-seat Eagle Theatre	• Replica of an 1849 structure that was built as the first dedicated theatre in California; used as a house museum and venue for orientation films of Old Sacramento; and rented out by theatre companies and other groups for plays, music, and lectures

Table 2-11: Old Sacramento State Historic Park Interpretation and Education Facilities and Uses

Interpretation and Education Facilities	Current Uses/Activities
Big Four Building	
• Reconstructed building façade of the historic Huntington & Hopkins Hardware Store, Stanford Hall, and CPRR offices	• The exterior has been restored to its 1860s era appearance with paint colors and signage appropriate to that era
• Includes the Stanford Gallery on the ground floor	• Use for meetings, lectures, museum exhibits, and gallery space; not open to the public
• Huntington, Hopkins Hardware Store on the ground floor, operated by the California State Railroad Museum Foundation	• The interior is a representation of the Huntington, Hopkins Hardware Store with gift shop, exhibits, and replica period items such as toys and puzzles, clothing, and cookware; docents in period attire do roving interpretation and deliver visitor information
• CSRM library and reading room above on second floor	• The library and reading room are open to the public for research
Dingley Spice Mill	
• Restored building façade of Nathaniel Dingley's Steam Coffee and Spice Mill	• The exterior has been restored to its 1859 appearance with paint colors and signage appropriate to that era; occasional displays
Railroad History Museum	
• 200,000-square-foot railroad museum	• Museum includes exhibits, galleries, permanent exhibits, rolling stock, and a museum store
• Two 130-seat digital theaters	• Use for orientation films, interpretive programs, and events with a railroad theme
• Roundhouse with rolling stock	• Use as a venue for large group events, school programs, and railroad theme-based activities (telegraphy, railroad safety, etc.)
Sacramento Southern Railroad	
• Includes railroad right-of-way and train equipment owned by State Parks	• Operation and interpretation of excursion trains (Sacramento Southern Railroad), with car interpretation • Use for rail safety demonstrations (e.g., Operation Lifesaver activities) and the "Emigrant Train/School Train" and "Interpretive Handcar" educational programs for grade school children
Central Pacific Railroad Passenger Station	
• Replica of the CPRR Passenger Station	• House museum with ticket office, baggage room, train shed, and special event venue • Use for educational programs including "Emigrant Train" for grade school children • Living history program during special events
Central Pacific Railroad Freight Depot	
• Replica of the CPRR Freight Depot	• Interpretive panels along west walls and hallway near ticket office • Use as boarding for the SSRR excursion train rides

Table 2-11: Old Sacramento State Historic Park Interpretation and Education Facilities and Uses	
Interpretation and Education Facilities	**Current Uses/Activities**
Riverfront Park	
• Approximately 1,800 feet of paved bike path and footpath in OSSHP, with limited riverbank access for visitors	• Two fiberglass panels are located on the Sacramento River Trail between the CPRR Freight Depot and RHM, with information about the embarcadero and shipping history along the riverfront
Front Street and I Street Right-of-Way	
• Abandoned City street right-of-way, marked with bollards to prevent vehicular access	• Outdoor living history events • Period-style horse-drawn vehicle rides • Venue for large special events • Occasional events displaying historic railroad rolling stock and horse-drawn vehicles

INTERPRETIVE AND CULTURAL EVENTS IN OLD SACRAMENTO

Annually, OSSHP and other areas of Old Sacramento are the primary venues for "Gold Rush Days" over Labor Day weekend and annual events at the park including the Sacramento Jazz Jubilee and Pacific Rim Street Fest. During Gold Rush Days, within the boundaries of the State Park, volunteers and staff erect a tent city based on actual businesses, people and events that occurred in Sacramento during the 1848 to early1850s period. Guidelines regarding activities, costuming and event management strive to keep the visitor's experience rooted in the mid-19th century. Educational activities during this event include gold panning instruction, and connections to a "gold rush economy" where "bankers" will weigh and exchange scrip for "gold" panned by miners. The scrip can be used in different venues around the event. Lectures, demonstrations and living history vignettes are also offered.

EAGLE THEATRE PROGRAMS AND EVENTS

Docents staff the Eagle Theatre, a replica of the first dedicated theatre in California, describe the building and its use in 1849, and show the film "Sacramento: The Indomitable City" about the early history of Sacramento, produced by the Historic Old Sacramento Foundation in 2011. The theatre is a venue for school groups learning about Sacramento history and is used for community events in conjunction with other activities in the park. For example, youth bands perform there during the annual "Sacramento Jazz Jubilee," historical tours and programs originate there during the annual "Gold Rush Days" event. The theatre is a stop on the Old Sacramento Underground tours and is also rented by theatre companies and other performers for plays and musical events. During 2010, the Historic Old Sacramento Foundation sponsored the "New Golden Melodeon Revue," a 19th century–style program, performed by a theatre company on summer weekends.

HISTORIC OLD SACRAMENTO FOUNDATION PROGRAMS AND EVENTS

OSSHP partners with the Historic Old Sacramento Foundation (HOSF) to bring the past of Old Sacramento alive in the present through a variety of public programs. Public programs provide both interpretation and education and include historical walking tours, themed-tours, Old Sacramento underground tours, living history programs, and educational programs. Educational programs offered at the park, listed below, are designed for grade school children and to align with California curriculum standards.

- "The Gold Rush," telling the story of the migration to California during the Gold Rush and designed to meet History and Social Science standards 4.4.1-4.4.9
- "Head West," telling stories of life on the westward trail and the decisions pioneers faced and designed to meet History and Social Science standards 5.8.2-5.8.6
- "Nisenan-California Indians of the Sacramento region" that provides education on the livelihood and traditions of the community and earliest inhabitants to the Sacramento area, designed to meet History and Social Science standards 3.2.1-3.2.4.
- "Agriculture and Life on the Farm," providing education about life on the farm and California's agricultural history and designed to meet History and Social Science standards 2.a-2.e.
- "May Woolsey's Trunk," a program designed to teach about the artifacts historians use to decode the past and meeting History and Social Science standards 1.4, 2.1.1, and 2.1.2.
- "Old Sacramento Puppet Show," telling the tale of the Gold Rush, the coming of the railroad, and life in Sacramento, designed for younger children, pre-Kindergarten and up.

CALIFORNIA STATE RAILROAD MUSEUM PROGRAMS AND EVENTS

Interpretive and educational programs take place at various facilities, operated by CSRM and are supported by the California State Railroad Museum Foundation, a cooperating association for State Parks and a non-profit, public benefit corporation, providing funding for the ongoing support of numerous interpretive and educational programs, railroad preservation work, and exhibit development. The RHM provides a variety of personal and guided interpretation and educational programs including guided museum tours, teacher-led guided tours for school groups, special event interpretation, roving interpretation, and theme-based activities and exhibits (e.g., railroad safety, a Junior Engineer children's program, and special photography, television and film, and toy train exhibits). On an irregular basis, the RHM also hosts lecturers and authors who speak about their work or research, and these events are publicized and open to the public. "Behind the Scenes" tours and programs are also presented annually for Museum members, where subject matter specialists present information and/or objects from research collections that are not normally available to the public.

During weekends April-September, train rides are offered in Old Sacramento to experience travel on vintage trains. Special events including Polar Express, Thomas the Tank Engine, and Halloween train rides also take place annually at the park. Major special events, such as Rail fairs (held in 1981, 1991, and 1999), provide other opportunities for the public to experience the unique collection of railroad equipment, visiting from other locations.

Two types of educational programs are offered by CSRM for school groups-a school entry program that provides free entry for organized school groups to the RHM and the Eagle Theatre and school tour programs that provide learning opportunities about a specific time period in history on themes represented by the park, such as westward expansion, the Transcontinental Railroad, and the people who lived in that era. School tour programs provide curriculum-based content and include "Emigrant Train," where students participate in activities designed to acquaint them with the experience of emigrants who came to California, via rail in 1876. It is designed to correlate with California Curriculum Standards for fourth grade social studies and language arts. "Horses to Horsepower" is designed to correlate with fifth grade history standards, and traces transportation history from covered wagons to railroads. Students participate in activities and quiz exercises that acquaint them with the history of the construction of the transcontinental railroad and the changes that resulted to the nation as a whole. The "Interpretive Handcar Program" introduces students to the history and safe operation of handcars and other railroad maintenance equipment; and features a railroad safety demonstration, demonstration of pumping the interpretive handcar on track, a turntable demonstration on the RHM's turntable, and rides behind a motorized track vehicle.

PRINT PUBLICATION

Print publications, prepared for OSSHP, include the following brochures, guidebooks, and pamphlets, designed to enhance interpretation and the visitor experience to the park.

- California State Railroad Museum/Old Sacramento State Historic Park, a 12-panel standard State Parks brochure, last revised in 2008
- *California State Railroad Museum*, second edition, prepared by the California State Railroad Museum Foundation in 1999 is a guidebook sold in CSRM gift shop,
- *California State Railroad Museum Guide* (in Spanish and Japanese) consists primarily of maps of the facility without any interpretive content
- *Junior Engineer Activity Book,* prepared by staff of the California State Railroad Museum in 2009, is a children's activity pamphlet for CSRM
- *Gold Rush Merchant's Manual or How to Appear as a Mid-19th Century Store in a 21st Century World*, prepared by the Office of Interpretive Services of the California Department of Parks and Recreation in 1989.

ELECTRONIC INTERPRETATION

Electronic interpretive materials and resources that have been developed for OSSHP and its associated facilities include:

- Old Sacramento State Historic Park website: www.parks.ca.gov/oldsacramento
- California State Railroad Museum Web sites: www.parks.ca.gov/railroadmuseum and www.californiastaterailroadmuseum.org
- Facebook account for the California State Railroad Museum: www.facebook.com/CaliforniaStateRailroadMuseum
- Facebook account for Old Sacramento State Historic Park: www.facebook.com/OSSHP
- Twitter account for museums in the Capital District: twitter.com/CAstatemuseums
- YouTube Channel: www.youtube.com/user/csrm4321
- Audio wands: Available inside the RHM for nonsighted visitors (English only)
- QR Codes have been added to 12 interpretive panels in the RHM. The codes allow persons with smartphones or similar devices to bring up webpages or video related to the equipment being interpreted.

UNIVERSAL ACCESSIBILITY OF PARK INTERPRETATION: PROGRAMS AND EXHIBITS

Compliance with ADA standards and "best practices" for persons with disabilities throughout OSSHP is at least partially associated with the age of exhibits and buildings. In general, ADA-compliant features are incorporated into the design of new exhibits and construction, as well as temporary exhibits and exhibit modifications. Interpretive media installed since 2005 in the RHM are designed with features that are more compliant than older media.

Non-ADA-compliant media include backlit panels, vertically mounted panels, signage with low-contrast or script-like font faces, panels mounted higher than 48 inches above the floor, and artifacts mounted high on walls or on ceilings. Some exhibit lighting inside the RHM has dimmed down, making it difficult for persons with vision impairments to see objects clearly.

A "wand" audio tour (English only) is available in the RHM for persons with vision impairments. Tactile number elements in exhibits allow users to cue the proper audio segment. The wands are available at the front desk on request. Front desk personnel also have badges for persons with vision impairments to wear as an indicator to docents and staff that the visitor is allowed to touch artifacts, which is normally not allowed.

Some docent tour guides are trained to provide guide services for visitors with vision impairments. In the RHM, the introductory film "Evidence of a Dream" is shown open-captioned for persons with hearing impairments. No braille or tactile elements are available on any interpretive signage, except the raised numbers on the wand tour devices.

Some specific areas, such as the interiors of certain train cars and locomotives, are not accessible to persons using wheelchairs, and portions of the reconstructed 1874 CPRR Passenger Depot do not meet accessibility standards. The second floor of the B. F. Hastings Building is not accessible for persons in wheelchairs or for those with serious mobility impairments. Architectural or structural changes may result in a substantial change to the historic fabric of some locations, but alternate accommodations can be made. An example is in use for the cab-forward locomotive in the RHM, where a remote-controlled video camera and monitor allow visitors who cannot climb the stairs or fit in the cab to see the controls used by the engineer and fireman. In other locations, such as the Railway Post Office car, the Gold Coast private car, and the Fruit Growers Refrigerator car, wheelchair lifts and exhibit design allow persons with mobility impairments to have complete access to interpretive exhibits.

In general, the historic nature of the equipment currently used on the SSRR is incompatible for persons using wheelchairs and with other mobility impairments. Plans for retrofitting combination cars to accommodate these impairments are in place and awaiting funding. No provisions have been made for persons with hearing impairments. The depot and platform areas for the railroad are generally accessible for persons with mobility impairments though features such as curbing at the edges of platforms and clearly delineated edge striping, has not been installed.

INTERPRETATION AND EDUCATION PLANNING

CSRM Library has a collection of planning documents related to interpreting OSSHP and adjacent properties, dating back as early as 1958. A short list and description of these documents that were reviewed as part of this planning process, follow, with a more complete list of referenced document provided in Chapter 6. Although compartmentalized plans for OSSHP elements have existed, and development plans for the entire unit have been created, no formal, unit-wide “interpretive plan” document has existed since 1971. A document identified as the 1992 Interpretive Plan can be more properly described as a description of locations (B. F. Hastings Building, 1849 Scene, CSRM) with discussions of significance, a historic overview, etc. Several of the documents that address or specifically focus on interpretation are briefly discussed in this section.

The ***Old Sacramento State Historic Park General Development Plan*** (State Parks 1970) identifies the proposed mission, land acquisition, development plan, and associated funding for the newly established OSSHP. The majority of the document specifies the development plan, which emphasizes recreating Gold Rush–era buildings dating from 1849 to 1852. Some, though not all, of the recommended structures and actions in the General Development Plan have since been implemented. Projects that were implemented include restoration of the Dingley Spice Mill Building and B. F. Hastings Building, and reconstruction of the City Hall and Waterworks Building, the Big Four Building, the Eagle Theatre, the CM&T Company Building, the Tehama Block Building, and a RHM to house the historical railroad equipment, presented to the state for public enjoyment. The *Interpretive Plan for Old Sacramento State Historic Park* specifies how these buildings are to be used to achieve the interpretive and educational themes of OSSHP.

The ***Interpretive Plan for Old Sacramento State Historic Park*** (State Parks 1971) analyzes each of the buildings and sites of note, as a basis for establishing OSSHP, including the "Fortynine Scene" (1849 Scene); Dingley Spice Mill Building; Huntington, Hopkins & Company Hardware Store; Stanford Brothers Store; and B. F. Hastings Building. The plan suggests interpretive approaches for each and provides detailed historical references, in most cases. As an interpretive reference, the document is outdated because some of the proposed interpretive approaches were applied and some were not, or the proposed approaches have since changed. The document's main value is as a historic reference for the buildings and sites described.

The ***California State Railroad Museum Master Plan, An Interpretive Prospectus*** contains the interpretive program and uses for CSRM. It describes the resources in OSSHP, associated with railroad interpretation, including the Big Four Building, the B.F. Hastings Building (office of Theodore Judah), freight shed and related structures on the embarcadero including the CPRR Freight Depot and Passenger Station, street railway system, and display of rolling stock. It identifies early concepts for a State Railroad Museum, an 1869 Railroad Depot Scene, and floating Riverboat Museum.

A technical report, ***Old Sacramento Historic Area and Riverfront Park***, prepared for the Sacramento Redevelopment Agency, is the first comprehensive development plan proposal for the entire historic Old Sacramento area and the riverfront area south of Tower Bridge, extending to S Street. As part of this report, a series of architectural drawings were completed that displays historic buildings in their original locations in Old Sacramento. The drawings were prepared in 1964 by Caneub, Fleissig & Associates, Planning Consultants; and De Mars & Reay, Architects. The drawings show how blocks were platted and the location of buildings on the lots, circa the following key dates:

- 1849–1850 (includes the Eagle Theatre)
- 1857 (includes the Dingley Spice Mill Building and B. F. Hastings Building)
- 1869 (includes the railroad tracks, CPRR Depot, California Steam Navigation Depot, and SVRR Depot)
- 1964 (includes the SPRR freight sheds)

Buildings proposed for reconstruction and restoration are identified and an illustrative plan for the restoration of Old Sacramento is provided. Elevations of historic street frontages are shown on separate sheets.

Files for four recent Gold Rush–theme development plans that contain important interpretive components are also found in the Capital District files and include:

- *"Paths of Gold" and "Streets of Gold," 1987.* This was a concept for both a walking tour of Old Sacramento and a driving tour of Downtown Sacramento (east of I-5). Media choice was discussed and a budget was prepared. Themes and/or scripts not developed but included in the proposal are an existing walking tour of Old Sacramento and a copy

of "Historic Landmarks of the City & County of Sacramento," published by the Friends of the Sacramento City and County Museum in 1976.

- *"Gold Rush Underground," 1994.* This ambitious plan for a type of immersive experience centered around a "dark ride" under the present level of the 1849 Scene to literally put people proximate to the archaeological evidence of Old Sacramento at the original grade. In different aspects of the proposal, a multimedia theater, repurposing of the Enterprise Hotel (2nd Street structure), or new construction over the current 1849 Scene were proposed and partially analyzed.
- *"Gold Rush Visitor Attraction," 2003.* This was primarily a concept study, produced by Parsons & Barry Howard Ltd., with three interrelated ideas for attracting visitors to Old Sacramento. The three ideas are "Threads of Gold," ideas to help people connect the many threads of the Gold Rush experience to different ideas and locations related to California; "Gold Rush, the Mini-Series," a concept for a television presentation on the Gold Rush; and "Gold Rush, the Experience," an immersive theme park–type ride, utilizing the 1849 Scene and archaeological sites.
- *"Gold Rush Park," 2006.* This plan proposed to create a type of regional park that would include OSSHP, portions of Discovery Park, the riverfront in West Sacramento (opposite the confluence of the Sacramento and American Rivers), and acquired lands along the south bank of the American River (across the river from the American River Parkway) eastward to the Cal Expo area. The proposed park was compared to Golden Gate Park in San Francisco, Griffith Park in Los Angeles, Grant Park in Chicago, and other parks that all provide some degree of interpretive programming.

The ***Railroad Technology Museum Interpretive Planning and Programming*** document (West Office 2008) defines the concept layout and programming strategies for the proposed Railroad Technology Complex, to be located in the Railyards project development north of OSSHP. The RTM's landmark site consists of the historic SPRR's Erecting Shop and Boiler Shop, which would be converted from their historic uses into a highly original hybrid museum that is "part science center, part history museum, part factory tour." The Erecting Shop is proposed to house interactive exhibits, including trains that can be manipulated, as well as a theater, café, and store. The Boiler Shop would offer working demonstrations, including sheet metal, a machine shop, and upholstery, among other specialties, by staff engaged in long-term train restoration. A transfer table at the front of the Erecting Shop that allowed trains to be moved into and out of the shop has already been restored. The document also provides a detailed description of the proposed visitor experience, describes similar world-class facilities, proposes potential exhibits and their costs, and notes that the museum's operation will also be supported by the California State Railroad Museum Foundation, which supports the existing Railroad History Complex.

INTERPRETIVE COLLECTIONS

Both historic and non-historic replica objects are used in exhibits, as well as by docents and paid staff for demonstration and practical uses, connected with ongoing interpretation. Examples include chimes, used to call railroad passengers to meal service; punches used by conductors to punch passenger tickets; replica hammers, non-historic spikes, and rail segments, used to demonstrate spiking railroad rail during school programs; and objects that are occasionally used such as replica bottles, replica uniform parts, etc. Additionally, significant and representative artifacts are liberally used throughout the RHM in exhibits. Items range from historic locomotives to union buttons, including rare objects such as Chinese crockery, surveyor's tools from the 1860s and original artwork. Rare and unique objects are protected against visitor contact and theft. So-called "consumable" items, such as replica bottles, have no historic value, and can be handled and used by docents, paid staff, and some visitors.

Significant items in the displayed collections include the Governor Stanford, C.P. Huntington and SP 4294 cab-ahead locomotive, unique, one of a kind locomotives that have national significance; portions of the Sefton collection of toy locomotives and railroad equipment, including rolling stock, buildings, scenery, track, control units, and other items; the "lost spike," a gold spike that was cast in 1869 as a "spare" spike for the completion ceremony of the transcontinental railroad at Promontory Utah; the "Gold Coast" private car; and the "Cochiti" dining car.

So called "consumables" include rolling stock used in service on the SSRR, including the "KTM" 1920s era passenger cars, the Granite Rock 10 steam locomotive, a Southern Pacific 1920s era tank car used for fuel storage, rail, ties, switches, signal equipment, etc. These items, while in many cases historic, are deemed non-significant and are used to provide practical demonstrations of railroad use. The items receive wear and tear consistent with use, and are repaired and restored, as needed. When legally required, systems such as signals, warning devices, and safety equipment have been upgraded to legal standards required for operation.

The collections items used in the CPRR Passenger Depot are a mix of historic and replica items, including furniture, lanterns, hardware, luggage, and practical items such as carts and scales. Curators have been active in removing historically significant items from areas where they are inappropriate for the historic periods, or could be damaged, or are not adequately protected.

For a description and additional information on collections available in OSSHP, see Section 2.3.3, "Collections."

INTERPRETIVE AUDIENCE DEMOGRAPHICS

Program delivery and attendance are recorded in the Computerized Asset Management Program (CAMP) database for OSSHP (State Parks 2010). This data (summarized in Table 2-12) show program delivery and attendance for fiscal year 2009–2010, ending June 30, 2010.

Table 2-12: Old Sacramento State Historic Park Tours/Interpretive Programs

Tours/Interpretive Programs by Month

Month	Theatre / Film Introduction		Guided Tours, CSRM		Public Interpretive Programs, CSRM		Public Interpretive Programs, Amtrak	
	Programs	People	Programs	People	Programs	People	Programs	People
July	216	6,581	129	2,526	31	27,083	61	14,030
August	216	6,069	125	2,358	31	26,084	61	14,030
September	196	3,144	116	2,033	30	16,752	60	13,800
October	203	3,701	108	1,932	31	17,272	60	13,800
November	185	3,465	123	1,731	30	19,947	58	13,340
December	184	4,442	94	1,424	30	20,372	47	10,810
January	193	3,791	138	1,887	30	18,828	54	11,960
February	186	5,101	135	2,103	27	22,128	55	12,650
March	197	4,927	142	2,633	31	29,384	57	11,730
April	205	5,741	140	2,720	30	31,082	60	13,800
May	200	5,241	121	1,798	31	31,158	61	14,030
June	190	4,411	130	2,019	30	26,752	57	13,110
Total Programs	2,371		1,501		362		691	
Total Visitors		56,614		25,164		286,842		157,090

Month	Sacramento Southern Railroad Trains		Eagle Theatre		Huntington, Hopkins & Co. Hardware Store		Special Events	
	Programs	People	Programs	People	Programs	People	Programs	People
July	54	2,833	53	517	31	2,322	2	500
August	68	10,885	37	675	27	2,046	2	946
September	63	8,505	47	389	30	5,084	9	47,335*
October	30	4,939	38	381	27	1,401	4	336
November	24	4,291	33	302	24	1,585	9	2,646
December	48	13,714	8	191	25	964	2	118
January	1	60	20	213	30	718	5	634
February	1	40	10	344	26	2,667	4	16,143*
March	0	0	27	410	26	2,138	4	160
April	55	7,291	29	602	24	2,097	0	0
May	79	11,665	24	677	28	3,235	0	0
June	55	7,534	49	812	30	2,587	2	375
Total Programs	478		375		328		43	
Total Visitors		71,757		5,513		26,844		69,193

* September special events primarily reflect visitation to "Gold Rush Days" in Old Sacramento State Historic Park.

Source: State Parks 2010

The demographics of audiences for interpretive programs have not been extensively analyzed. In 2001, a demographic survey of RHM visitors was taken (Solinsky 2002). In 2010, another survey was taken, and when possible, similar questions were asked. Parallel data are shown in Table 2-13.

Table 2-13: 2001 and 2010 Visitor Surveys for the California State Railroad Museum

Questions	2001	2010
First-time visitors	55%	38%
Visitors coming from:		
Outside of California	23%	18%
Sacramento area	21%	44%
San Francisco Bay Area	16%	21%
Outside of the U.S.	5%	3%
How You Learned About the California State Railroad Museum:		
Word of mouth	49%	40%
Road/building signs	13%	7%
Internet	4%	12%
Visitor Age Distribution:		
Children	No data	42%
Adults		58%
Source: Data provided by State Parks in 2011		

The 2010 summary report is provided in Appendix E.

LOCAL, REGIONAL, AND STATEWIDE CONTEXT

Locally and regionally, OSSHP preserves "ground zero" for the 49ers that landed at the embarcadero on their way to the gold mines. Enterprising merchants such as Sam Brannan took advantage of supply-and-demand issues, creating a thriving commercial district virtually overnight. The embarcadero and commercial district, surviving in Old Sacramento, encompass the very beginnings of Sacramento as a settlement and city. Architectural artifacts, raised streets, voids beneath the city's sidewalks, and changes to the area's physical topography, between 1848 and 1880, can still be traced in Old Sacramento today. The Gold Rush and confluence of the American and Sacramento Rivers guaranteed that the young city would be a focal point for politics, commerce, travel, and news from all across the region, and would influence the development of Gold Rush–era communities throughout the Mother Lode.

California, as a state is still heavily identified with the Gold Rush; indeed, California is known as "the Golden State." As the state developed, Sacramento prospered and gained importance because of geographical influences, politics, and the building of the nation's first transcontinental railroad. Until the construction of rail lines over the Feather River Route and Tehachapi Pass, virtually all overland freight entered and left the Sacramento Valley, either by ship using the Sacramento River system or on the CPRR. The designation of Sacramento as the state capital provided an additional focus on the city. The railroad and waterfront of today's Old Sacramento were the logical hub for "everyone and everything" until the construction of modern highways, particularly I-5, in the 1950s and 1960s.

Construction of I-5 between Old Sacramento and the Downtown Central Business District effectively isolated Old Sacramento from the modern city. However, OSSHP, today, remains the best possible location for interpreting the beginnings of the City, during and after the Gold Rush. Its footprint encompasses the very first town lots, the historic embarcadero, the site of the first rails laid for the CPRR, and features such as the B. F. Hastings Building, and the reconstructed Huntington, Hopkins & Company Hardware Store, and Stanford Brothers Store (the Big Four Building), which neatly house the City's creation, development, and growth of Sacramento in the 19th century. Important political events are connected with the B.F. Hastings Building, which housed the California Supreme Court and the region's first telegraph office, as well as, serving as a nexus for the Pony Express, early telegraphy, stage travel, and gold shipping and purchase.

CSRM preserves the very beginnings of the transcontinental railroad and interprets the development of railroads in California, their history in the context of the development of California and the west in the 19th and 20th centuries. As the nation's largest railroad museum, CSRM has working relationships and opportunities for partnerships with many institutions and organizations across the nation and even internationally. Similarly, ample opportunities exist for cooperative partnerships, information exchange, and interface with other entities and institutions that interpret and preserve similar subject matter to OSSHP. This is a partial list of other nearby local, regional, and federal facilities or institutions.

LOCAL FACILITIES

Nearby State Parks

- **Sutter's Fort State Historic Park** preserves remnants of the 1840-1850 Sutter's Fort and interprets the beginnings of Sacramento development prior to the Gold Rush. It is located approximately 2.5 miles east of OSSHP
- **Leland Stanford Mansion State Historic Park** preserves the historic Stanford Mansion and interprets the life and career of Leland Stanford, President of the CPRR and California's eighth governor. It is located approximately one mile southeast of OSSHP
- **Governor's Mansion State Historic Park** preserves and interprets the history of the historic California Governor's Mansion, used from 1903 to 1968 as the Governor's official residence. It is located approximately 1.5 miles east of OSSHP
- 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. It is located approximately 2.5 miles east of OSSHP. At some point in the future, the SIM will transform into the California Indian Heritage Center, and relocate to its new site in Yolo County, approximately one mile north of OSSHP on the west bank of the Sacramento River.

- The **California State Capitol Museum** interprets the history of the State Capitol and the history of legislation and politics in California. It is located in the State Capitol building, approximately one mile east of OSSHP.
- **Woodland Opera House SHP** is operated by the City of Woodland under contract to State Parks and is located in Woodland, approximately 10 miles northwest of OSSHP. The Opera House is operated as a performing arts venue, with a wide variety of performers.
- **Brannon Island State Park** is located in Rio Vista, approximately 30 miles southwest of OSSHP. It is managed as a state recreation area, with an emphasis on water based recreation. Interpretive programs focus on the natural and cultural history of this part of the Sacramento River delta.
- **Auburn State Recreation Area** is located on the American river in Auburn, approximately 30 miles northeast of OSSHP. The SRA is owned by the Federal Bureau of Reclamation but managed by California State Parks. Interpretive activities focus on the natural and cultural history of the area.
- **Marshall Gold Discovery State Park** is located in Coloma, approximately 30 miles east of OSSHP. It preserves the Gold Rush era settlement of Coloma, the site of Sutter's Mill, where gold was discovered in 1848. Interpretive activities focus on interpreting the natural and cultural history of the area.
- **Folsom Powerhouse State Historic Park** is located in Folsom, approximately 20 miles east of OSSHP. The park offers tours through this 1890s era hydro electric powerhouse on the banks of the American River.
- **Folsom Lake State Recreation Area** is located in Folsom, approximately 20 miles east of OSSHP. The park focuses on water based activities, including fishing, boating, water skiing and swimming. Interpretive activities focus on the cultural and natural history of the area.

Nearby Historical Sites and Museums

- **Sacramento History Museum** is located on I Street in Sacramento, immediately adjacent to OSSHP. The Museum, housed in a replica of the 19th century waterworks building, contains exhibits and presents programs about the early history of Sacramento. Museum staff and volunteers provide activities such as gold panning, school tours, and other programs that expand on the history of the city. The Museum's cooperating association, the Historic Old Sacramento Foundation (HOSF), has a long history of cooperation with OSSHP, and has an agreement with State Parks to conduct "underground Sacramento" tours using some facilities in OSSHP, including the Eagle Theatre and the basement of the BF Hastings Building. HOSF is also one of the major participants in OSSHP's annual Gold Rush Days event, held each September.
- **California Military Museum**, located on 2nd St. in Old Sacramento, three blocks south of the RHM, is operated by the California State Military Reserve. It is the official military museum for the State of California. It contains exhibits interpreting military history and

culture, with an emphasis on military units staffed by Californians. It also contains a research library and conference room. Programs include school visitations and oral history compilations, related to military history.

- **Sacramento Old Schoolhouse Museum** is located on Front Street in Old Sacramento, three blocks south of the RHM, and is operated by the Sacramento County Office of Education. It is a replica of a traditional one room schoolhouse found throughout America in the late 19th century. Costumed docents and staff talk about school life in the 19th century, and offer demonstration lessons for school groups and others.
- The **Crocker Art Museum**, located on O Street and within walking distance of Old Sacramento, was presented in 1885, in trust for the public, to the City and the California Museum Association (now the Crocker Art Museum Association). The museum is the primary regional arts institution for the study and collection of fine arts. It preserves, exhibits, and interprets works of art including the original Crocker family donation of California and European art, contemporary California art, and collections of Asian, African, and Oceanic art. The museum also provides a variety of programs and events that reach out to all ages of the community, including lectures and symposia, concerts, films, children's activities and education, and art history classes.
- The **California Museum for History, Women and the Arts** is operated by a 501(c)3 non-profit and housed in the State of California Archives building located at the Archives Plaza light rail stop at 10th and L Streets, approximately one mile southeast of OSSHP. The museum was created as a public showplace for contents of the California State Archives in 1998 and focuses on California history and culture, untold stories that reflect California's diverse population and culture, and exhibits that highlight the contributions of women to California, along with historic monuments and people and places that make the "Golden State" unique. Signature exhibits at the museum include the California Hall of Fame, honoring the achievements and stories of Californians that transcend the boundaries of their field and embody the spirit of California.
- The **Discovery Museum Science and Space Center** is operated by a non-profit association and has an emphasis on S.T.E.M. (Science, Technology, Engineering, Mathematics) education and hands-on learning. Currently it is located on Auburn Boulevard in Sacramento, approximately eight miles northeast of OSSHP, but is slated to move to the site of the Powerhouse Science Center, immediately north of OSSHP on the banks of the Sacramento River in the future.

REGIONAL FACILITIES

- **Railtown 1897 State Historic Park** in Jamestown, California is operated by California State Parks, with the support of several advocacy groups, including the California State Railroad Museum Foundation, which has helped fund important restoration projects. The State Historic Park encompasses the historic shops and roundhouse of the Sierra Railway and combines interpretation of railroad history and the state's industrial heritage with film history. Known as "The Movie Railroad," its historic locomotives and railroad cars have been featured in over 200 films, television productions, and commercials and continue to

be a popular Hollywood location site. Experiences offered by the park include the Railtown 1897 Interpretive Center, Depot Store, authentic roundhouse and shops, and steam train rides offered during weekends in spring, summer, and fall.

- The Folsom History Museum is operated by the Folsom Historical Society, a 501(c)3 non-profit association in Folsom CA, approximately 20 miles northeast of OSSHP. The Society's mission is to "…preserve and make accessible the history of Folsom and its surrounding area" and "…to educate the public on the importance of Folsom's role in the history of California and the United States…" The museum operates a living history area called the Folsom Pioneer Village and conducts educational outreach.
- The Folsom, El Dorado & Sacramento Historical Railroad Association is a 501(c)3 non-profit association in Folsom CA. Their mission is "…preserving and maintaining railroad history in the City of Folsom, County of El Dorado, County of Sacramento and related connections." They focus on the history of the Sacramento Valley Railroad, which ran from Sacramento (beginning on OSSHP property) to Folsom, and was California's first railroad. The Association intends to re-open a historic rail line between Folsom and Placerville in conjunction with a Joint Powers Authority. They operate a Museum in Folsom, which contains a reconstructed railroad turntable. They also operate motorcars on a portion of the historic rail line between Folsom and Placerville for public tours.
- The Gibson Historical Museum is a house museum located in the historic Gibson House in Woodland, CA, approximately 17 miles northwest of OSSHP. The site operates both as a house museum, interpreting the agricultural history of the area and as the Yolo County Museum. It is operated by Yolo County.
- The Western Railway Museum is located near Fairfield CA and is operated by the Bay Area Electric Railroad Association, a 501(c)3 non-profit association. The WRM advertises itself as a living history museum and offers visitors opportunities to ride historic streetcars and interurban equipment, with an emphasis on electric traction equipment from California and across the west. The Museum also operates the Reno Snow Train excursion trains, which runs between Emeryville and Reno during winter weekends. They also run wildflower trains during March and April.
- The Placer-Sierra Railroad Heritage Society is a 501(c)3 non-profit association based in Colfax CA. It is primarily a membership driven organization that has monthly meetings and publishes a newsletter with anecdotes related to the rail history of the Central Pacific/Southern Pacific/Union Pacific Donner Pass route across the Sierra. The group conducts occasional field trips and has a presence for member recruitment at events such as the annual Colfax Railroad Days in September. They have participated in the restoration of the historic Colfax Southern Pacific Depot and have plans to build a rail-related facility with rolling stock in Colfax.
- The Nevada County Narrow Gauge Museum is operated by the Nevada County Historical Society, a 501(c)3 non-profit association based in Nevada City CA. Its mission is "dedicated to the preservation of local transportation history and artifacts of the narrow gauge railroad era."

- The Placer County Museums Divisions operates and oversees six museums, the Placer County Archives and a collections management facility. They are headquartered in Auburn, California. Museums throughout the County focus on the cultural history of Placer County, which has many significant connections to Sacramento's railroad and Gold Rush History. Their mission is …preservation of the County's rich historical and cultural legacy, and by adding to the understanding of Placer County, its people, places and events.
- Truckee-Donner Railroad Society is a 501(c)3 non-profit association, based in Truckee CA. They operate a small museum based in a former SPRR Caboose adjacent to the Amtrak depot in Truckee and own a few pieces of rolling stock. Their mission is to "perpetuate the study and advancement of knowledge of working railroads in the Truckee Donner area with the goal of building a railroad museum to preserve and share what we have learned."
- The Western Pacific Railroad Museum is operated by the Feature River Rail Society, a 501(c)3 non-profit based in Portola CA. They are dedicated to preserving and interpreting the history of the Western Pacific Railroad. Their facility in Portola contains over 100 pieces of rolling stock and artifacts such as lanterns and signals. They have a unique program where visitors can pay to operate a diesel locomotive on the Museum's tracks.
- The Nevada State Railroad Museum is located in Carson City, Nevada and is operated by the State of Nevada. It preserves the railroad heritage of Nevada including the Virginia & Truckee Railroad. They own 65 pieces of rolling stock, many purchased from motion picture studios and emphasize steam equipment. The Museum's "Your Hand on the Throttle" allow visitors to pay to operate a steam locomotive.

NATIONAL FACILITIES

- **The Golden Gate National Recreation Area** is a broad area stretching from northern San Mateo County to Marin County that encompasses shoreline and coastal preserve areas; diverse recreational facilities; and interprets two hundred years of history: from Native American culture, as a Spanish Empire frontier and Mexican Republic to the area's maritime history, California Gold Rush history, and the growth of San Francisco.
- **The Golden Spike National Historic Monument** (NHM) is located in Promontory, Utah and is operated by the National Park Service. Golden Spike NHM preserves the place where the Union Pacific joined rails with the CPRR in 1869, including historic roadbed and unfinished roadbed abandoned by the railroads during construction. They operate replicas of the locomotives from each railroad that travelled to Promontory to celebrate completion of the transcontinental railroad. Annually, they re-create the "golden spike" event, but also run steam equipment daily. Interpretive talks, self-guided tours, a museum and interpretive panels on-site interpret the construction, completion, and abandonment of railroad lines through this area.

2.5.2 INTERPRETATION ISSUES, OPPORTUNITIES, AND CONSTRAINTS

ISSUES AND OPPORTUNITIES

The long history and rich cultural resources in Old Sacramento offer a wide array of interpretive and educational opportunities. These opportunities are related to the river, flooding, early community settlement and growth, the development of government, transportation, communication, and commerce, and opportunities to improve interpretation of resources and expand interpretive and educational programs in the park. Constraints and challenges to historic interpretation in OSSHP include surrounding modern elements and visitor conveniences and the complexity of managing a large historic district with many property owners, business owners, stakeholders, project partners, and voices.

LIMITED RESOURCES, UNDERUTILIZED RESOURCES, AND INTERPRETIVE PLANNING OPPORTUNITIES

Recent opportunities and development at CSRM has focused on the City's railroad connection, a period of history that followed after the Gold Rush and whose highpoint was the nation's first transcontinental railroad, built in the 1860's. As more support and emphasis for limited resources have been placed on the RHM, smaller structures in OSSHP have been closed to public entry. The CM&T Building is currently used as an office for public safety staff and is not open to the public. The interior of the CPRR Passenger Station is partially used for office space for SSRR staff. Portions of the building are used in the school program "Emigrant Train" but the building is not regularly open to the general public. Portions of the platform area of the station are used for public events, including the Sacramento Jazz Fest and Polar Express train rides. The Tehama Block building is used for administrative offices and a concession. The upper floor of the B.F. Hastings Building is not currently open to the public. Interpretive programs or opportunities for the non-railroad resources of the park have yet to be fully explored, defined, or developed, without a current General Plan program. Opportunities exist to better utilize existing resources for interpretation of the Gold Rush, railroad, and other themes identified by the public, as further described in Chapters 3 and 4 of this General Plan.

RIVERFRONT INTERPRETATION AND ACCESS

The Sacramento River is a crucial physical feature for understanding the development and use of early Sacramento. The river was a primary means of transport for people, supplies, and other goods, well into the 20th century. The importance of the river led to development of an embarcadero, including docks, wharves, and a floodwall. Remnants and replicas of these structures and the development of the railroad effectively cut off the 1849 Scene from a logical and representative connection with the river, or the views that would have been familiar to early Sacramento residents. Furthermore, regular flooding has had substantial impacts on Sacramento's citizens and development.

Opportunities exist to bring people to the literal waterfront at a small site near the Sacramento History Museum, and further north along the Sacramento River trail.

RAISED STREETS/LEVEE

The threat of regular floods influenced architecture as Sacramento developed and was raised to sit above floodwaters. In the 1860s, several miles of Sacramento's westernmost streets were raised, wagonload by wagonload. Existing buildings were raised and/or had additional stories added. Levees were built and improved, and in connection with the development of the SPRR shops, a slough (China Slough) was filled, and the mouth of the American River was shifted north.

These changes have created both issues and opportunities. The issue is that the landscape has been modified from its 1849 appearance, and the area's relationship to the river is quite different today from that of the Gold Rush era. The issue is also the opportunity because the physical changes, particularly to existing buildings, provide compelling interpretive stories that speak to an important theme—the kinetic nature of Sacramento during the 19th century and the ever-present need for flood protection.

CENTRAL PACIFIC RAILROAD FREIGHT DEPOT

The replica Freight Depot, located south of the Passenger Depot, was built in the 1980s and modified in the 1990s for use as a type of Farmer's Market by the City. Over time, most of the vendors have vacated as their leases expired, and the building once again is being managed by State Parks. Most of its space is being used for event storage, with two private vendor remaining (these vendors' leases expire in 2012). Modifications to the building, such as security doors and a concrete apron, detract from an authentic appearance. The vendors' businesses are inconsistent with historic interpretation of the site. Pressing needs for event storage and temporary uses for such activities as the Old Sacramento Street Theatre program make the present building unsuitable as an interpretive venue.

If the building was restored to "as built" condition, it could be used as an interpretive facility and for educational programs.

SACRAMENTO SOUTHERN RAILROAD

The SSRR is a heritage railroad, owned by CSRM, which operates an excursion train on the historic Southern Pacific Walnut Grove branch line, running essentially north–south along the east bank of the Sacramento River. Additional service tracks run northward into the historic Railyards, slated to become a formal part of CSRM with development of the proposed Railroad Technology Complex. Sidings, a turntable, and service facilities for railroad operations exist, as do replicas of the CPRR Passenger Station and Freight Depot. However, the excursion train is visually and physically inconsistent in representing the 1849 Scene or showing visitors in a meaningful way the importance of the embarcadero for gold seekers in the 1850s.

Interpretive activities related to railroad commerce and agricultural connections could meet California History/Social Science Content Standards.

CONSTRAINTS

Key constraints in OSSHP include:

- **The Urban Setting.** Conveying the essence of the Gold Rush and mid-19th century Sacramento is severely compromised by obvious and unavoidable modern elements that surround OSSHP. Interstate 5, modern buildings such as the CalSTRS Building and Ziggurat Building in West Sacramento, and even the architecture of CSRM's RHM lessen the visual effects of OSSHP's 19th century buildings.
- **Programming.** Businesses in Old Sacramento may sponsor or conduct activities in conjunction with some activities held on State Parks property that may not be historically accurate, which may confuse or misinform visitors. For events such as Gold Rush Days, re-enactor groups, equipment, and some activities may represent several time periods or may be inaccurate for the area or time being represented.

2.6 PARK SUPPORT AND PARTNERSHIPS

Because OSSHP is located within Old Sacramento, there is strong support for interpretation from business groups and other historic organizations and entities in the district, including the California State Military Museum, the Sacramento Schoolhouse Museum, the Wells Fargo History Museum, the Old Sacramento Business Association, and the Historic Old Sacramento Foundation. Activities and programs taking place within OSSHP are also often supported by CSRM Foundation.

OSSHP has been a major venue for "Gold Rush Days," held on Labor Day weekend in collaboration among State Parks, the Historic Old Sacramento Foundation, and the Sacramento Convention and Visitors Bureau. Other, non-historic themed events, such as the annual Sacramento Jazz Festival and Sacramento Museum Day, provide opportunities to reach out to visitors who otherwise may not be exposed to the site or its resources.

The Sacramento History Museum, adjacent to OSSHP, has a close thematic and practical relationship with the park. The two entities share similar historic themes and emphases, and have a history of cooperative efforts.

Overall, there is strong support for OSSHP. It is visible, popular, and well known, but is more commonly recognized only as the RHM. The RHM is a major economic engine for Old Sacramento, and generally enjoys strong support from businesses and business groups. Creating a unique identity for OSSHP may alter support for the park, but is hoped will attract additional support.

2.6.1 VOLUNTEERS

In 2009, OSSHP/CSRM had 615 long-term volunteer staff members who logged more than 115,000 volunteer hours. Volunteer staff members mainly provide support for several areas: Museum Operations and Interpretation, Railroad Operations and Support, the Amtrak Program, Museum Collections, and Special Events.

Within CSRM, volunteers conduct general interpretation as tour guides, museum hosts, and living-history characters; they also provide interpretation of stations and exhibits and operate an interpretive handcar program. Many of these volunteers assist with community outreach and special-event programming. Some serve in leadership roles such as on the museum's advisory board.

Volunteers operate the SSRR excursion train under Federal Railroad Administration standards. Duties include but are not limited to engineer, fireman, brakeman, conductor, and car attendant. Supporting railroad operations include additional volunteer teams that carry out duties such as mechanical maintenance of engines and coaches, clean-up and preparation of the coaches for weekly operation, maintenance and refurbishment of coach upholstery and window coverings, maintenance of excursion train tracks, and operation of signals along the excursion train ride.

A partnership between Amtrak and CSRM sends volunteers to interpret the history of the Transcontinental Railroad aboard Amtrak's *California Zephyr* passenger train. Docents board at Amtrak's nearby Sacramento Valley Station and provide interpretation until the train reaches Reno, Nevada. Docents return from Reno to Sacramento the next day, again providing interpretation.

General volunteer support of the Gold Rush theme is provided primarily by the volunteers of the Historic Old Sacramento Foundation, although the state offers some specialized volunteers who work in locations like the Eagle Theatre or during events such as Gold Rush Days.

2.6.2 COOPERATING ASSOCIATIONS AND SUPPORTING GROUPS

OSSHP is fortunate to receive strong support from partnerships outside of State Parks that help the park both economically and culturally. The unique partnerships, within OSSHP and elsewhere in Old Sacramento, play various roles in bringing vitality to OSSHP, CSRM, and the Old Sacramento Historic District; some of these supporting partners are highlighted below.

The **California State Railroad Museum Foundation** collaborates with CSRM and its membership base of more than 10,000, allowing for unique programs such as the operation of the SSRR, the Polar Express, marketing support, fundraising, staff and volunteer support, and acquisition of artifacts and the historic buildings of the proposed Railroad Technology Complex. CSRMF also provides outreach and collaborates with CSRM to underwrite publications, special events, railroad equipment restoration, and provides support for special events at other State Parks. It has raised and distributed millions of dollars to CSRM and the rest of OSSHP and Railtown 1897, and has provided advocacy on behalf of CSRM and California State Parks.

The **Sacramento Trust for Historic Preservation**, representing the pioneering families of Sacramento, was an early proponent of Old Sacramento, a pioneer in building restoration when the area was viewed by many as skid row, and the founding organization responsible for OSSHP and the Sacramento History Museum in the 1970s.

The **Historic Old Sacramento Foundation** focuses on historically compatible programming that expands the interpretive capabilities of OSSHP and supports the operation of the Sacramento History Museum, at the foot of I Street.

The **Old Sacramento Business Association** act as marketing partners and economic engines, helping to bring visitation to Old Sacramento through events and business recruitment.

The **Sacramento Convention and Visitors Bureau** partners with State Parks to promote tourism to OSSHP and the State Parks Capital District through collaborative marketing and filming opportunities.

The **Sacramento Association of Museums** provides collaborative museum marketing to reach new audiences through a museum guide and sponsors activities such as a free museum day every February. OSSHP, CSRM Foundation, and State Parks Capital District are key players to this organization.

The **City of Sacramento** partners with State Parks in the management of Old Sacramento on development adjacent to OSSHP and the areas that surround the historic district. The City's Preservation Office, Planning Division, Economic Development Division, and Cultural Leisure Services Division are all active partners.

2.7 PLANNING INFLUENCES

2.7.1 SYSTEMWIDE 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."

CALIFORNIA PUBLIC RESOURCES CODE

The 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 Sections 5019.50 through 5019.80, Classification of Units of the State Park System, provide 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.

CALIFORNIA HISTORY PLAN

As the only state agency empowered with stewardship of the state's cultural heritage, State Parks developed the *California History Plan, Telling the Stories of Californians,* Part 1 and 2 (State Parks 2009b) to redefine its mission and statewide agenda for cultural interpretation. This plan introduces a framework for interpreting the state's cultural heritage, based on categories intended to reflect the changing demographics and diversity of the state's population as well as the full range of its historical and cultural experiences. These categories have been applied to specific features within existing State Parks facilities. For example, the document applies some of the framework categories to OSSHP in the following ways:

- interacting with the environment—streets raised in response to floods;
- involving trade and commerce—B. F. Hastings Building, Huntington, Hopkins & Company Hardware Store, 1849 Scene, and CPRR Passenger Station and Freight Station;
- governing—the B. F. Hastings Building's historic State Supreme Court chambers, 1849 Scene (the City of Sacramento was founded on the City Hotel site); and
- supporting society—the B. F. Hastings Building as terminus of the Pony Express and overland telegraph, CPRR Passenger Station, and RHM.

The framework is intended to be applied to help determine gaps in existing facilities and collections, and to identify opportunities for acquisition and interpretation. Therefore, even existing facilities such as those in OSSHP can be expanded and interpreted to more fully represent the range of California's historical experience.

STATE PARKS SYSTEM PLAN

The *State Parks System Plan 2002, Part II: Initiatives for Action* (State Parks 2002a) identifies elements of a system-wide mission focusing on natural heritage preservation, cultural heritage preservation, outdoor recreation, education and interpretation, facilities, and public safety. The cultural heritage preservation mandate is of particular relevance to Old Sacramento. Action items are included within each of the categories. Among those appropriate for application to Old Sacramento, the following are of particular interest:

> *Develop a new framework for telling California's prehistory and history… Develop an intellectual rationale with a broader context and presented with more relevant connections, rather than relying mainly on chronology.*

> *Give greater consideration to themes or topics, heritage corridors and cultural landscapes that will allow the Department to tell a broader, more comprehensive story than those related only to individual sites and events.*

Other action items relevant to other mission topics are also included in the document.

OUTDOOR RECREATION PLANS

The *Park and Recreation Trends in California* report (State Parks 2005) notes demographic trends in California and examines their significance as related to the provision of recreational opportunities by State Parks. These trends include:

- a population approaching 50 million before 2040 that is becoming more culturally and racially diverse;
- a senior population that will double by 2020;
- California's baby boomers who are approaching retirement age;
- California's 18- to 40-year-old young adults who are creating new ways to experience the great outdoors; and
- California's K-12 children who will accelerate the rate of change.

The California Outdoor Recreation Plan (State Parks 2008) serves as a system-wide recreation plan with strategies and policy guidance for meeting California's recreational needs. Seven major priority areas are identified in the plan for meeting outdoor recreation needs and to guide funding for proposed developments or projects. These priorities are identified below, as relevant to OSSHP.

Addressing one or more of the top 15 outdoor recreation activities, as identified in the survey of Public Opinions and Attitudes on Outdoor Recreation in California. In order of how highly they scored in the survey, the following are notable and applicable to Old Sacramento:

- Walking for fitness or pleasure (1)
- Bicycling on paved surfaces (3)
- Picnicking in picnic areas (5)
- Visiting historic or cultural sites (8)
- Attending outdoor cultural events (9)
- Wildlife viewing, bird watching, viewing natural scenery (13)
- Outdoor photography (14)

Projects that provide or improve outdoor recreation opportunities as listed in State Parks' *Central Valley Vision Implementation Plan* (State Parks 2009c) including:

- River access for swimming, angling, boating, and other water sports
- Trails, including multiuse trails
- Resource protection, including preservation of riparian woodlands, oak and sycamore groves, native grasslands, and vernal pools
- Interpretation of the Central Valley's culture and history, especially related to Native American tribes, agriculture, water development, immigrants, and oil and gas industry

Within the Sacramento subarea, the Central Valley Vision identifies construction of the proposed Railroad Technology Complex, and improvements to CSRM and OSSHP. The plan identifies expanded interpretive facilities, the acquisition of 10 acres in the Railyards project development, rehabilitation of the Boiler Shop and Erecting Shop, and expansion and development of the excursion train and trolleys.

Projects that provide outdoor recreation activities for children, such as those listed in the Children's Outdoor Bill of Rights:

- Discover California's past
- Celebrate their heritage

Projects that provide outdoor recreation opportunities for underserved communities identified using tools such as the California Protected Areas Database (CPAD), which is a GIS-based database of lands held by public and nonprofit agencies, including State Parks. These lands include open space, recreational, and historic/cultural resources, among other categories. The CPAD will be used to demonstrate an outdoor recreational need for future parks and recreation projects.

Projects that support wetland priorities, pursued by state wetland preservation organizations, such as riparian areas.

Projects that support the goals of California's Recreation Policy, which guides the means by which recreational opportunities are provided, consistent with health, economic, social, and environmental factors. Of the five general areas covered by the policy, the fourth, Preservation of Natural and Cultural Resources, is particularly relevant to OSSHP.

Projects that develop the trails corridor, identified in the *California Recreational Trails Plan* (State Parks 2002b) and its subsequent updates. The *California Recreational Trails Plan, Providing Vision and Direction for California Trails* (State Parks 2009d) identifies goals for the continued improvement and acquisition of trails in California. Two of the trails, relevant to trail planning in Old Sacramento, are the American Discovery Trail and the Pony Express National Historic Trail. The former is managed by the American Discovery Trail Society and is an informal coast-to-coast trail that includes the American River Parkway. The Pony Express National Historic Trail, which terminates at Old Sacramento, is managed by the National Park Service, in cooperation with its state and local partners.

In addition, *The California Outdoor Recreation Plan* identifies the need to "increase the use of diverse cultural heritage resources to create and strengthen the connections of community and families with each other and with their shared cultural heritages."

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 states, including the preparation of state park general plans. In compliance with the ADA, State Parks publishes the *Accessibility Guidelines* (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 also has published the *All Visitors Welcome: Accessibility in State Park Interpretive Programs and Facilities* (State Parks 2003), which provides guidance on developing accessible interpretive programs and facilities.

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

2.7.2 REGIONAL PLANNING

In addition to the *City of Sacramento General Plan*, the following planning documents have been consulted in the review of relevant local and regional planning influences on OSSHP. Other documents consulted but not described here are included in Chapter 6, "References."

DOWNTOWN SACRAMENTO REDEVELOPMENT STRATEGY

Prepared by the Downtown Strategy Focus Group, the *2005 Downtown Sacramento Redevelopment Strategy* (City of Sacramento 2000) presents a 5-year set of development goals for Sacramento's Downtown central business district. The plan identifies the waterfront and Old Sacramento as a single planning area and the Railyards/Depot Area as another planning area. It identifies four goals for the area around Old Sacramento, some of which have been implemented and others that are in progress:

- Continue to expand and develop the Museum Mile concept through implementation of the Waterfront Master Plan.
- Implement the Crocker Art Museum Master Plan.
- Develop an amphitheater and small performance hall in Old Sacramento.

- Support the Discovery Museum expansion.

The goals for the Railyards/Depot Area are:

- Continue to invest in strengthening transit and pedestrian connections to the Depot.
- Complete the proposed multimodal project to enhance regional access.
- Initiate the extension of 7th Street to Richards Boulevard.

OLD SACRAMENTO STRATEGIC PLAN

Fulfilling the Promise, Old Sacramento (RACESTUDIO 2004) is a strategic plan that established a vision for Old Sacramento and the Old Sacramento Historic Foundation and now administers the district, through committees charged with carrying out the plan's vision. The vision identifies the five following priorities:

- Commercial Vitality—positioning Old Sacramento to capture a greater market share
- Historic Assets—offering visitors the authentic setting of Old Sacramento in a way that is fun and educational
- Patronage—attracting local residents, not just tourists
- Visitor Experience—enhanced with professional management and a full calendar of events thoughout the year
- Collaboration—public/private partnerships with both cultural and commercial objectives

The committees were given a year to carry out and specific tasks identified in the plan, after which they were effectively rolled into Old Sacramento Historic Foundation committees.

DOWNTOWN SACRAMENTO PARTNERSHIP STRATEGIC ACTION PLAN

The *Downtown Sacramento Partnership Strategic Action Plan, 2007–2011* (Moore, Iacofano, Goltsman, Inc. 2007) was prepared for the Downtown Sacramento Partnership, a nonprofit organization that is administered and funded by property owners in the central business district through a property-based improvement district (PBID). This PBID is bounded by the Sacramento River, H Street, 16th Street, and N Street. The Downtown Sacramento Partnership's programs advocate on behalf of Downtown property owners to encourage enhancing safety and maintenance and provide marketing and public outreach.

This Strategic Action Plan was developed to identify priorities for housing and other land uses, economic development, and the addition of needed amenities and services to support a desirable Downtown environment. The plan identifies several opportunity sites in Old Sacramento: the Hotel Orleans, Enterprise Hotel, Ebner-Empire Hotel, Magnolia Lords, Firehouse Parking Lot, and 1849 Scene. However, the plan is somewhat vague about the improvements to be made to these properties.

CITY OF SACRAMENTO GENERAL PLAN

The City of Sacramento's 2030 General Plan is a policy guide that plans for future development within the urban boundaries of the City, which includes OSSHP. While State is not subject to local regulations, future development of OSSHP shall be consistent with, when possible, and/or otherwise, coordinate with the City, on decisions that may be contrary to General Plan goals and policies.

Some of the General Plan goals and policies, particularly relevant to planning in OSSHP include the following:

- **HCR 2.1.15 Archaeological Resources.** The City shall develop or ensure compliance with protocols that protect or mitigate impacts to archaeological, historic, and cultural resources
- **HCR 3.1.1 Heritage Tourism.** The City shall work with agencies, organizations, property owners, and business interests to develop and promote Heritage Tourism opportunities, in part as an economic development tool.
- **HCR 3.1.4 Education.** The City shall act as a conduit and provide information to the public on Sacramento's historic and cultural resources and preservation programs through the region's cultural resources survey repository at the North Central Information Center, educational institutions, and the City's website in order to promote the appreciation, maintenance, rehabilitation, and preservation of Sacramento's historic and cultural resources.
- **M 1.1.2 Travel System.** The City shall manage the travel system to ensure safe operating conditions.
- **M 3.3.3 Private Water Transportation Services.** The City shall support the development of private water transportation services, where appropriate, along the Sacramento River by continuing to operate publicly owned dock facilities.
- **M 5.1.1 Bikeway Master Plan.** The City shall maintain and implement a Bikeway Master Plan that carries out the goals and policies of the General Plan. All new development shall be consistent with the applicable provisions of the Bikeway Master Plan.
- **M 5.1.4 Motorists, Bicyclists, and Pedestrian Conflicts.** The City shall develop safe and convenient bikeways that reduce conflicts between bicyclists and motor vehicles on streets, and bicyclists and pedestrians on multi-use trails and sidewalks.
- **M 5.1.6 Connections between New Development and Bicycle Facilities.** The City shall require that new development provides connections to and does not interfere with existing and proposed bicycle facilities.
- **M 5.1.11 Bike Facilities in New Developments.** The City shall require that larger new development projects (e.g., park and ride facilities, employment centers, educational institutions, recreational and retail destinations, and commercial centers) provide bicycle

parking (i.e., short-term bicycle parking for visitors and long-term bicycle parking for residents or employees), personal lockers, showers, and other bicycle-support facilities.

- **ERC 2.5.2 River Parkways.** The City shall coordinate with Sacramento County and other agencies and organizations to secure funding to patrol, maintain, and enhance the American River and Sacramento River Parkways.
- **ERC 5.1.1 Development and Expansion of Attractions.** The City shall support the development and expansion of world-class destination attractions throughout Sacramento including museums, zoos, and the Sacramento River and American River waterfronts.
- **ERC 5.1.5 Old Sacramento Historic District.** The City shall maintain and protect the Old Sacramento Historic District, as defined in the 1967 Redevelopment Plan, while recognizing its importance for tourism and its role as a commercial district.
- **ER 2.1.2 Conservation of Open Space.** The City shall continue to preserve, protect, and provide access to designated open space areas along the American and Sacramento rivers, floodways, and undevelopable floodplains.
- **ER 2.1.14 Public Education.** The City shall support educational programs for residents and visitors about the uniqueness and value of the natural resources, plants, and wildlife in the region, and how to manage development to preserve native wildlife populations.

RAILYARDS SPECIFIC PLAN AND ENVIRONMENTAL IMPACT REPORT

The Railyards is located directly north of Old Sacramento and consists of a 244-acre area, planned to be a mixed-use community with housing, retail, and open space. The Railroad Technology Complex is proposed in the Central Shops Historic District, with the RTM occupying two of the historic Central Shop buildings-the Boiler Shop and Erecting Shop. The historic district consists of seven historic brick railyard buildings from the CPRR Yard, constructed between 1868 and 1917. As part of the Railyards Specific Plan project, these would be preserved, rehabilitated, and adaptively reused to celebrate Sacramento's history as an important rail center.

The historic district and Railroad Technology Complex would be designed with parks, plazas, and pedestrian connections, linking the Railyards, Old Sacramento, and the Sacramento River. Development of the Railyards represents an opportunity to reconnect Downtown and Old Sacramento to the Sacramento and American Rivers because of its key position between the Downtown Central Business District and the rivers. It would allow opportunities for new linkages and an interpretive walk to connect Downtown and Old Sacramento to the railroad and river experience.

SACRAMENTO DOCKS AREA SPECIFIC PLAN AND ENVIRONMENTAL IMPACT REPORT

The *Sacramento Docks Area Specific Plan/Draft Environmental Impact Report* (City of Sacramento 2008) envisions a new, mixed-use riverfront neighborhood on land that was formerly occupied by industrial uses. The Docks Area is located south of Old Sacramento and

consists of a 29-acre triangular planning area, bound by the Sacramento River on the west, Front Street and I-5 on the east, and U.S. Highway 50/Business 80 on the south. The OSSHP excursion train line runs along the top of the levee adjacent to the Sacramento River, immediately west of the Docks Area. The Docks Area provides circulation features and parks, both which help to create an interconnected riverfront system, linking to Old Sacramento.

Currently, Front Street runs through both Old Sacramento and the Docks Area, but is discontinuous. Front Street is proposed in the Docks Area Specific Plan to be improved to a collector street, with bike lanes and a continuous connection to Old Sacramento. In addition, a riverfront promenade that would serve the Docks Area has been proposed as a separate planning effort, coordinated by the City. The Docks Area Specific Plan notes, "The Promenade project is most important in providing critical, direct and attractive pedestrian connection to Old Sacramento and Downtown, including Old Sacramento to Miller Park."

In addition to the promenade, the Docks Area Specific Plan proposal includes two parks with waterfront access. Docks Park is intended to be the primary central park for the neighborhood, with access to and views of the Sacramento River. The R Street Park would be located along the promenade at the northern tip of the planning area. Two new visitor boat docking facilities are also proposed. These docking facilities would contribute to the network of water access points that could be served by the water taxi and private vessels in the riverfront area.

SACRAMENTO RIVERFRONT MASTER PLAN

The *Sacramento Riverfront Master Plan* (Riverfront Master Plan), published by the Cities of Sacramento and West Sacramento (City of West Sacramento and City of Sacramento 2003), was commissioned by the two cities 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 site of the CIHC) and Central Park along the West Sacramento riverfront, and Discovery Park and Miller Park on the Sacramento side of the river. The plan provides a comprehensive vision for lands along the riverfront. It builds on existing cultural destinations and districts, including Old Sacramento and CSRM. It focuses on creating riverfront neighborhoods and districts, establishing a web of connectivity, strengthening the green backbone of the community, and making places of celebration that encompass both riverbanks.

The *Sacramento Riverfront Master Plan* envisions that Old Sacramento will be part of a continuous riverfront open space system with multi-use trails and informal, semi-natural landscaping. Other proposed improvements associated with the Old Sacramento segment of the riverfront or with nearby facilities would include:

- extending the riverfront promenade proposed for the area between the I Street Bridge and the Docks Area onto the I Street Bridge;
- constructing a fishing pier;
- constructing a pedestrian bridge to connect Tiscornia Park and the CIHC (potential locations are under consideration);

- widening the Tower Bridge for greater ease of use by pedestrians; and
- implementing improvements to the Jibboom Street Park, including renovation of the Pacific Gas and Electric Company Power Plant building.

AMERICAN RIVER PARKWAY PLAN

The purpose of the *American River Parkway Plan* (Sacramento County 2008) is to guide land use decisions affecting the American River Parkway, a regional park that includes a multiuse trail within linear open space, much of which is maintained in a natural state. The plan specifically addresses the preservation, use, development, and administration of the parkway. The American River Parkway passes through Discovery Park, located on the north bank of the American River, and connects with the Sacramento River Parkway Multi-Use Trail at Tiscornia Park, on the south bank of the American River at its confluence with the Sacramento River.

The *American River Parkway Plan* includes area plans that address local conditions along the parkway. One of those area plans, the *Discovery Park Area Plan*, includes goals and policies intended to strengthen the Discovery Park area's facilities and connections with riverfront areas to the south, including improved picnic facilities at Tiscornia Park and extension of the trail across Jibboom Street to connect with H Street. In addition, Policy 10.4.3 supports "construction of a trail from Tiscornia Park to West Sacramento including a bike/pedestrian bridge across the Sacramento River." The *American River Parkway Plan* does not address areas south of the *Discovery Park Area Plan* area; the extension of the parkway and associated improvements proposed in this General Plan, and therefore, can be viewed as supplemental to the *American River Parkway Plan*.

CALIFORNIA DEPARTMENT OF WATER RESOURCES FLOOD CONTROL MANDATES

The California Department of Water Resources' (DWR's) Division of Flood Management, through its Central Valley Flood Planning Office, and the FloodSAFE Program Management Office are carrying out DWR's FloodSAFE California program, in partnership with local, regional, State, tribal, and federal agencies with the goal of creating a sustainable, integrated flood management and emergency response system throughout California.

In the planning area, DWR maintains the levees in Maintenance Area 9, between Sutterville Road and Courtland in accordance with U.S. Army Corps of Engineers requirements. DWR also has the supervisory role over the Sacramento River Flood Control Project, which is a State and Federal flood control project.

DWR has completed and the Central Valley Flood Protection Board (CVFPB) has adopted the Central Valley Flood Protection Plan (CVFPP). The CVFPP states that for urban areas, in accordance with Senate Bill 5 (SB 5), at least a 200-year level of protection will have to be provided by 2025. The current level of protection in the south Sacramento area is substantially below this goal, and the flood control system has significant deficiencies, as described in the *Flood Control System Status Report* (FCSSR) (DWR 2011). DWR has also developed engineering criteria, which are presented in *Urban Levee Design Criteria* (ULDC) (DWR 2012).

OTHER LOCAL PLANNING INFLUENCES

Many new development projects and plans are proposed for Downtown Sacramento and the City of West Sacramento that may influence the recreational demands, planning activities, and land uses in Old Sacramento. Table 2-14 provides a summary of these projects and the recreational amenities that they are intended to provide.

TABLE 2-14: Adjacent Planned Developments

Planned Developments and Land Uses	Project Description	Recreational Amenities Provided
Urban Developments		
▶ *Railyards Specific Plan* Residential: 10,000–12,100 units Office: 2.3 million square feet Retail: 1.2 million square feet Hotel: 1,100 square feet Flex Space: 491,000 square feet Historic/Cultural: 485,930 square feet Open Space: 46 acres	▶ 244-acre urban infill site featuring a transit hub, sports complex, and a mixed-use community offering entertainment, retail, housing, office space, hotels, parks, and museums	▶ River parks, interpretative walk, market plaza, Railroad Technology Museum
▶ *River District Specific Plan* Residential: 8,140 units Office: 3,956,000 square feet Retail: 854,000 square feet Hotel: 3,044 rooms Civic/Institutional: 103,029 square feet Light Industrial: 1,463,000 square feet Park and Open Space: 55.5 acres	▶ 1,050-acre district in transition as a transit-oriented, mixed-use community served by light rail and office, retail, hotel, residential, and park uses	▶ Activity centers at regular intervals along the river including waterfront parks, neighborhood park, plazas, bicycle and pedestrian trails
▶ *Docks Area Specific Plan* Residential: 1,000–1,155 units Office: 156,000–500,000 square feet Retail: 40,500–43,300 square feet Open Space: 3.37–9.74 acres	▶ 43-acre site planned for high-density mixed-use housing and retail development and a river-front parkway/promenade with parks and open space	▶ Riverfront promenade, a large waterfront community park, neighborhood park, bioswales, and rain gardens
▶ *Washington Specific Plan* Residential: 2,143 units Office: 2,608,100 square feet Retail: 246,400 square feet Hotel: 244 rooms Parks and Open Space: 25.9 acres	▶ Historic, 194-acre urban area along the Sacramento River, currently being revitalized as a riverfront mixed-use area	▶ River walk, riverfront park, Broderick boat ramp park, potential water taxi service, terraced landscape areas, and habitat zone
▶ *Bridge District Specific Plan* Residential: 5 million square feet Commercial: 7 million square feet	▶ 188-acre waterfront district planned for high-density, mixed-use urban development, with 10 acres of waterfront development and complimentary mix of retail, office, residential, recreational, and entertainment uses	▶ Riverfront plaza, river walk promenade and plaza, active-use park, signature streets/ parkways, civic facilities, landmark features, neighbor-hood parks and open space, and vegetated habitat areas

TABLE 2-14: Adjacent Planned Developments		
Planned Developments and Land Uses	**Project Description**	**Recreational Amenities Provided**
Other Planned Projects		
▶ California Indian Heritage Center	▶ 43-acre site at the confluence of the American and Sacramento Rivers, planned as a cultural center honoring Native American history, traditions, and culture	▶ Museum, native area restoration and interpretation, demonstration gardens, special event spaces, plazas, multiuse trail tying to the River Walk, and boat dock
▶ Powerhouse Science Center	▶ Planned science and learning center on the Sacramento River, off Jibboom Street, to be the new location of the Discovery Museum Science and Space Center	▶ Museum along Sacramento River Parkway Multi-Use Trail, café, gift shop, terraced grove, orchards, and outdoor exhibits
Source: Data compiled by AECOM in 2011		

2.7.3 REGULATORY INFLUENCES

Resources and facilities within the planning area are subject to a variety of regulatory influences. The following state and federal laws and regulations pertain to the protection of biological resources in the planning area or apply to jurisdiction of the railroad. For other applicable federal and state regulatory influences, please refer to the various resource topics addressed within Chapter 5, "Environmental Analysis."

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.

CALIFORNIA PUBLIC UTILITIES COMMISSION

The California Public Utilities Commission broadly regulates at-grade automotive, bicycle, and pedestrian crossings, and specifies minimum protection requirements including gates and flashers as needed. The commission also ensures that minimum side and overhead clearances are maintained along railroad rights-of-way.

FEDERAL LAWS AND REGULATIONS

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 in-stream 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.

FEDERAL RAILROAD ADMINISTRATION

CSRM's SSRR excursion train line is subject to and complies fully with Federal Railroad Administration regulations. These regulations broadly cover training and qualification of railroad operating crews, including limitations on hours of service and random drug testing for specified crew positions; periodic inspection of locomotives and cars, and compliance with standards for maintenance of mechanical systems, including brake systems; and periodic inspection of tracks, right-of-way, and signaling systems, including grade crossing protection systems.

CENTRAL VALLEY FLOOD PROTECTION PLAN

DWR prepared the CVFPP, which proposes a State Systemwide Investment Approach (SSIA) for sustainable, integrated flood management in areas protected by facilities of the SPFC (DWR 2012a). The SSIA includes actions to improve the systemwide flood management, policies, and institutions while providing flexibility to address changing needs and funding scenarios. Environmental conservations strategies are also included in the SSIA.

URBAN LEVEE DESIGN CRITERIA

ULDC (DWR 2012b) provides engineering criteria and guidance for the design, evaluation, operation, and maintenance of levees and floodwalls that provide an urban level of flood protection (200-year protection) in California, as well as for determining design water surface elevations along leveed and unleveed streams. Implementation of these criteria is mandatory.

FLOOD CONTROL SYSTEM STATUS REPORT

FCSSR (DWR 2011) describes the physical conditions/current status of the SPFC facilities at a systemwide level. SPFC facilities include levees, channels, and associated flood control structures in the Sacramento and San Joaquin River watersheds. DWR completed the FCSSR to comply with California Water Code Section 9120, which requires DWR to prepare and adopt this report for the SPFC and to identify and describe each facility, estimate risk, and provide recommendations for upgrades. Information compiled in the FCSSR will be used to support core functions and long-term activities of DWR's Division of Flood Management, including emergency response, facility management, and inspections.

CVFPB REGULATIONS, TITLE 23

Title 23, Waters, Division 1, of the California Code of Regulations describes the authorities and procedures of the CVFPB, including organizations, standards, and procedures for permit applications.

TITLE 44 OF CODE OF FEDERAL REGULATIONS, PART 65.10

Article (d) of Title 44 CFR Part 65.10 addresses maintenance plans and criteria. It states that for a levee system to be recognized as providing protection from the base flood, maintenance criteria must be established. A maintenance plan must be adopted and provided to the Federal Emergency Management Agency, and all maintenance activities must be under the jurisdiction of a Federal or State agency and must ensure that the stability, height, and overall integrity of the levee and its associated structures and systems are maintained. Article (e) specifies certification requirements related to review of levee system data by a registered professional engineer and submittal of as-built plans.

SENATE BILL 5

SB 5 (Machado) requires each city and county in the Sacramento–San Joaquin Valley to amend its general plan within 24 months of the adoption of a specific flood protection plan by the CVFPB. The amendments are to include data and analysis contained in the flood protection plan, goals and policies for the protection of lives and property that will reduce the risk of flood damage, and related feasible implementation measures. The bill also requires the corresponding zoning ordinances to be updated no more than 12 months after the general plan update and within 36 months of adoption of the plan of flood control.

2.7.4 DEMOGRAPHICS, TRENDS, AND PROJECTIONS

STATE AND LOCAL POPULATION INCREASES

Based on 2010 U.S. Census data, California's population steadily increased throughout the previous decade, from 33,871,653 in 2000 to 37,253,956 in 2010. This trend was reflected in the Sacramento area, with increases in the population of the city from 407,018 in 2000 to 466,488 in 2010, and in the city of West Sacramento from 31,615 in 2000 to 48,744 in 2010 (California Department of Finance 2011).

VISITATION TO OLD SACRAMENTO STATE HISTORIC PARK

For visitation information and trends for OSSHP in the last decade, see Section 2.2.2.

POPULATION TRENDS AND ETHNICITY

Changing demographic trends and their effects on recreation are addressed in *Park and Recreation Trends in California*, which is summarized above in Section 2.7.1, "Systemwide Planning." Population by ethnic origin in California is provided by *Current Population Survey: California Two-Year Average Series, March 2000–2010 Data* (State Parks 2011). The following categories are reported in the survey:

- White, not of Hispanic origin
- Hispanic
- Asian, not of Hispanic origin

- Hawaiian/Pacific Islander, not of Hispanic origin
- Black, not of Hispanic origin

The survey identifies a substantial increase in California residents of Hispanic origin, from 10,745,558 in 2001 to 14,106,032 in 2010. Other ethnic categories displayed a slight increase or decline, with the exception of White, not of Hispanic origin, which decreased from 16,878,728 in 2001 to 15,423,685 in 2010.

The survey does not extrapolate these data to corresponding recreational preferences, patterns, and behaviors. However, the *Complete Findings: Survey on Public Opinions and Attitudes on Outdoor Recreation in California* (State Parks 2009e) notes that persons of Hispanic origin have some distinct preferences and patterns of park use that include (summarized briefly):

- a strong preference that open space areas be close to where they live;
- a slight preference for highly developed parks and recreation areas over other park types (developed nature-oriented parks and recreation areas; historical or cultural buildings, sites, or areas; and natural or undeveloped areas);
- greater use of swimming pools, picnic tables, amusement areas, playgrounds, organized sports fields, open places to play, and skate parks;
- greater participation in active sports and jogging/running at parks and outside of parks;
- lower use of beach and water recreation areas, scenic observation/wildlife viewing areas, and unpaved multipurpose trails; and
- lower participation in hiking, fishing, hunting, and similar activities.

POPULATION TRENDS AND THE MILLENIAL GENERATION

Almost one-third of California's population (29 percent) are individuals born between 1982 and 2000, known as Generation Y. As noted in "Here Come the 'Millennials'," Gen Y individuals are substantially less likely to spend time outside and feel connected to nature than previous generations and, as a consequence, are less likely to view state parks as a recreational resource. Activities that were common to other age groups (those between ages 25–44 and 45–64), such as walking, visiting historic sites, and picnicking, were less popular among Gen Y individuals. The article proposes possible methods for encouraging participation by this group, based on common characteristics. The following methods are among the many suggestions presented:

- Provide opportunities for team sports and group activities.
- Encourage use of electronic tools (GPS, computers, mobile phones, etc.) to attract and engage visitors at the park.
- Include objects, visuals, and sounds rather than brochures and signs.
- Give visitors the chance to participate in volunteer activities.

RECREATION TRENDS

In addition to the previously mentioned demographic trends, *Park and Recreation Trends in California* (State Parks 2005) identifies other trends (see Section 2.7.1 for more information about this document) that are influencing use of state parks, including:

- advances in technology and transportation to expand outdoor recreation opportunities, such as the use of off-road vehicles and navigational aids such as GPS; and
- continued popularity of favorite activities such as walking, picnicking, swimming, camping, sightseeing, outdoor sports and concerts, and visiting nature centers and historic sites.

2.7.5 PUBLIC CONCERNS, INTERESTS, AND OPPORTUNITIES

PUBLIC WORKSHOPS

The planning team conducted three public workshops in support of the General Plan. The first workshop provided an overview of the planning process, schedule, and provided the public an opportunity to express their input and ideas. It also served as a scoping meeting for the General Plan EIR. In the second public workshop, the results of the first workshop were reported back to the community. Three alternatives were developed and presented, based on different thematic ideas envisioned for OSSHP, incorporating early public and stakeholder ideas and input. The public, then, provided input on the alternatives and the particular features of the alternatives they liked or disliked. In the third public workshop, a draft of the preferred alternative for OSSHP was presented to the public and sought their input on the features they liked or disliked, in order to refine the vision for the General Plan alternative.

VISITOR SURVEY

A visitor survey for CSRM was conducted in 2010 and highlighted, that by far, children age 5 and under and their parents were the largest group of visitors to the museum. The survey results recognized the need to provide more interpretive and educational content suitable for this group, including story time (focused on railroad-inspired books), children's tours and hands-on exhibits, games or demonstrations, a reading area, art center, dress-up or play areas, and play centers to emphasize the goods that were transported by the railroad. See Section 2.2.2 for visitor profile information, collected through the survey, and Appendix F for the summary report to the 2010 visitor survey).

COMMUNITY INTERESTS AND LOCAL PLANNING

Community interest groups and stakeholders were involved in the planning process through the key stages of the General Plan development. Many of these groups, as well as members of the community, took part in the public workshops and/or provided written comment on the General Plan via comment cards, through e-mail, and in letters to the Planning Team. The Planning Team also worked with local and neighborhood groups—the Old Sacramento Business Association, the Land Park Neighborhood Association, the Sacramento Area Bicycle Advocates,

public agencies, and other interested groups (as summarized in Table 1-1) to provide updates on the planning process and address potential issues with the plan.

CONTINUED PUBLIC INVOLVEMENT

Following the General Plan process, opportunities for continued public involvement will be provided during future planning of project-specific areas of OSSHP, including the excursion train right-of-way. Information on the General Plan process is also available on the General Plan website for OSSHP at http://www.parks.ca.gov/osshpgenplan.

CHAPTER

3

ISSUES AND ANALYSIS

CHAPTER 3: ISSUES AND ANALYSIS

This chapter summarizes the planning assumptions and key issues addressed in the General Plan. Issues were identified during the analysis of natural, cultural, and recreational resources and during public workshops, stakeholder meetings, and advisory group meetings. Several of these issues are also described in the Old Sacramento State Historic Park (OSSHP) Project Agreement (Project Agreement).

3.1 PLANNING ASSUMPTIONS

The planning assumptions are based on current federal and state laws, regulations, and California State Parks' (State Parks') policy and statewide planning issues. These set the context and parameters for addressing general planning issues for OSSHP. State Parks will:

- coordinate and collaborate with agencies, stakeholders, 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 Old Sacramento Historic District (Old Sacramento) and City of Sacramento (City);
- follow The Secretary of the Interior's Standards for the Treatment of Historic Properties (National Park Service 1992) for the preservation, rehabilitation, restoration, and reconstruction of historic buildings and the preservation of any cultural resources that may be discovered in OSSHP during any construction work;
- consult with California's Native Americans to determine potential project concerns and the need for future consultations that may be required during subsequent planning processes and future project implementation and development;
- maintain and increase, where appropriate, the overall number of recreation opportunities for the Sacramento metropolitan area;
- consider the issues and concerns of landowners, businesses, residents, stakeholders, and the City during the planning process, and seek input from statewide, regional, and local agencies and other interested parties; and
- coordinate closely with the City on issues related to circulation, access, transportation, parking, public safety, future planning efforts, and impacts to Old Sacramento and adjacent planning areas.

3.2 PARKWIDE ISSUES

This section summarizes key parkwide issues in OSSHP and the opportunities identified and documented from numerous sources during early phases of the planning process through meetings and consultation with Old Sacramento stakeholders, Old Sacramento property and business owners, the Advisory Committee, the City, affected or interested agencies, and the general public, and through review of the Project Agreement. The following broad categories are used to group issues addressed in the General Plan and to classify parkwide goals and guidelines in Chapter 4 that respond to these issues:

- Visitor Experience and Facilities
- Natural Resource Management
- Cultural Resource Management
- Interpretation and Education
- Park Operations
- Circulation, Access, and Parking

3.2.1 VISITOR EXPERIENCE AND FACILITIES

Visitor Experience
Visitors to Old Sacramento include two broad types—local residents of the Sacramento metropolitan area and tourists from other parts of California, from out-of-state, and from abroad. Visitors come to experience OSSHP and Old Sacramento for many reasons, including for shopping, dining, and entertainment; architectural and historical tours; museum visits; recreational activities (e.g., biking, picnicking, river cruises, and excursion train rides); annual events and festivals; or the opportunity to enjoy a combination of these activities. **Issue: Lack of Daily Activity and Interactive Activity** Although annual events and visiting school groups draw large crowds to OSSHP, stakeholders and the public have stated that not enough daily activity and living history events occur to attract local visitors and tourists on a regular basis. Other than viewing historic buildings and visiting the museums and points of interest in OSSHP, visitors do not learn or understand the history of the place by just walking through the park. State Parks's paid and volunteer staff and other partners provide interpretive programs at OSSHP including walking tours, living history events, street theatre, interpretive programs, museum exhibitions, and special events that enrich the visitor experience and understanding. However, because of fiscal constraints, these interpretive activities do not occur with sufficient frequency throughout the year to be major attractions. **Issue: Lack of Defined Gateways and Visitor Orientation Facilities** Visitors do not recognize that the bollards at the end of J Street mark the boundaries of a state historic park and describe feeling disoriented when they arrive into OSSHP. Important historic and cultural resources, activities, and interpretive areas within OSSHP and Old Sacramento are not obvious. For

example, many visitors do not realize that Sacramento is adjacent to a river. The flood wall, topography, trains and other development along the waterfront obstruct views to the river. To draw people into OSSHP and define this historic section of the City, distinct gateways and identification of visitor facilities, resources, and activities are needed.

Visitor Experience Opportunities

The following opportunities or solutions have been suggested to overcome the issues described above and improve the visitor experience in OSSHP:

- **Bring history to life.** Make the experience of OSSHP interactive-visual, audio, and memorable, rather than just a static historic preservation.
  - Provide living history interpretation on a more regular basis and publicize these events in OSSHP visitor guides.
  - Offer historic transportation options (excursion trains, horse-drawn vehicles, and river boats) to bring elements of motion to the visitor experience.
- **Strengthen programs and events.** Increase and broaden visitor possibilities.
  - Hold more regular events and activities throughout the year, including more evening activities.
  - Generate a wow factor or attractions that draw people to OSSHP.
  - Target visitor activities, programs, and recreation opportunities to a broad audience that includes families, tour groups, school children, repeat visitors, and first-time visitors.
  - Provide visitor-friendly spaces for people to gather for live entertainment, eat, relax, learn, and enjoy the historic surroundings of the park.
- **Promote Sacramento as a one-stop visitor destination**. Share resources and connect OSSHP to neighboring parks, museums, cultural destinations, and attractions in Sacramento.
  - Package the experience in OSSHP with other existing or planned attractions that may be accessible via the Sacramento River Parkway Multi-Use Trail, the West Sacramento River Walk, the excursion train, or water taxi. Allow access to nearby destinations such as the Sacramento Zoo, the Crocker Art Museum, the proposed Railroad Technology Museum, the planned Powerhouse Science Center, Raley Field, and planned California Indian Heritage Center for full day activities and experiences.
  - Encourage the concept of Old Sacramento as part of a “museum mile” along the riverfront.
- **Provide legible and visible visitor information and directional signage.** Guide visitors to specific places, activities, and interpretive areas within OSSHP.
  - Post visitor guides and programs at convenient locations throughout Old Sacramento for information on special activities during the day, week, month and/or year.
  - Display visitor-friendly maps that show choices for exploring the park and allowing self-guided tours.
- **Identify and improve interpretation of historic and cultural resources.** Provide helpful information on the resources of the park to enable visitors to take self-guided tours.

- Creatively employ historic markers, plaques, signage, and paving or other ground surfaces to identify important historic sites, structures, landmarks, and points of interest in the park.
- Distinguish different time periods of interpretation with historic markers, plaques, signage, or other interpretive devices.

Visitor Facilities

The visitor experience influences the type of visitor facilities and related amenities in OSSHP, and thus, issues described for visitor experiences (above) are also applicable to goals and guidelines for improving associated facilities.

Issue: Weather Conditions

OSSHP is located immediately west of Downtown Sacramento, which regularly experiences daytime temperatures of more than 100°F in the summer and fall. Outdoor activities during such times likely will have limited appeal. Winters are often cool and may be foggy and damp, which also will limit the success of outdoor activities.

Issue: Undefined or Uninviting Visitor Facilities in OSSHP

Although many buildings in OSSHP have historic importance, some appear uninviting and closed off to the public. The Freight Depot's roll-up doors and additions and the Passenger Station's shut doors and windows and storage uses do not allow visitors to experience the original functions that these structures once served. The largest open-space venue (the 1849 Scene) is underutilized, not well defined, and is unshaded. Offices, concessions, other public and private uses of the park, and the underutilized and undefined open space in the 1849 Scene create a static interpretation that does not engage the visitor. Rather, these undefined areas leave the unintentional impression that OSSHP is closed to the public or part of private property. This suggests the need for new programming and site definition that brings activity to the area. Furthermore, the railroad tracks and restaurants on the waterfront block public access and views of the river. The river's edge on Riverfront Park has been neglected and is not handicap accessible, although it provides one of the best views of the river in OSSHP and offers opportunities to interpret the original grade of Old Sacramento before the city streets were raised.

Issue: Potential Impacts of Future Excursion Train Operations

The planning area has more than 12 miles of railroad right-of-way (in ownership or granted access through easements to State Parks), offering the potential to expand excursion train operations from Old Sacramento to the Zoo and from Pocket-Meadowview to Hood. Excursion train rides are an activity unique to Old Sacramento. Expansion of this service can enhance the visitor experience to offer interpretation of the Sacramento Southern Railroad's historic Walnut Grove branch route. However, a portion of this right-of-way area is located either behind or to the side of existing homes in the Land Park neighborhood. Some residents are concerned about privacy and security issues, with trains passing near their homes. In addition, coordination and planning is necessary to operate the excursion train within the Stone Lakes Wildlife Refuge area to ensure future train operations do not negatively impact wildlife species, such as the wintering habitat of the Sandhill Crane, a federally- and state-protected species.

Issue: A Cohesive Vision for Visitor Facilities in OSSHP and Old Sacramento

A cohesive vision for visitor facilities in OSSHP and the greater Old Sacramento area is needed. Collaboration with the City and other project stakeholders will be the first step towards a meaningful

vision for the entire historic district that will influence and guide future development plans. Thus, analyses of visitor facilities needs to address issues common to the entire historic district, on a district-level. Concerns have been expressed about the impact of new facilities and cost of such development to local owners and businesses, as well as the impacts to parking facilities to businesses in the Old Sacramento business district. These concerns will be mitigated, whenever possible, to minimize potential impacts to merchants and businesses while recognizing the importance of executing a shared vision over time to improve visitor facilities and amenities, and address district-wide issues of mutual interest such as public safety, visitor accessibility, and improvements to public facilities, including the boardwalk and street surfaces, and bike trails.

Issue: Visitor and Staff Parking

State Parks does not provide for any visitor parking at OSSHP. Visitor vehicles can be parked in city-owned lots or in some metered parking spaces. Parking can be expensive and difficult during high-use periods. Limited bus parking is available for school and tour groups. Handicapped parking is available. Staff parking is concentrated on a lot behind the RTM, but the capacity of this lot is limited, particularly during events such as Gold Rush Days and the Sacramento Jazz Jubilee.

Land Use and Visitor Facility Opportunities

Aside from the funding challenges to park improvements, the resources of the park hold promise for more interpretive opportunities and establishing a grander vision for the park that transforms it to a more popular and successful visitor destination and public attraction. The following land uses and visitor facilities have been suggested for improving the visitor experience to OSSHP.

- **Enhance visitor amenities and facilities.** Provide ways to improve visitor comfort and convenience.
  - Plant more shade trees to help address summer weather conditions.
  - Add more readily available and accessible public restrooms.
  - Set up conveniently located kiosks that disperse information about Old Sacramento and its ongoing activities.
  - Coordinate interpretation, preservation efforts, and plans for visitor facilities/amenities within Old Sacramento as a whole.
- **Provide a permanent entertainment stage or venue.** Determine a site for large gatherings, events, concerts, theater acts, and historic reenactments.
  - Create high-quality public spaces for outdoor events that support changing or rotating outdoor theater, performance spaces, and installations.
  - Upgrade existing infrastructure to support special events, concerts, festivals, and large group gatherings.
- **Develop a Gold Rush Interpretive Center.** Establish a center for Gold Rush interpretive programs and visitor orientation.
- **Recreate the historic commercial scene on the 1849 Scene while preserving open space.**
  - Interpret the early street scenes of Sacramento to provide a glimpse of the architecture and lifestyle of the pioneers that settled the area.

- **Rediscover the archaeology and history buried beneath the 1849 Scene.** Uncover what is buried under the green.
  - Reconstruct the hollow sidewalks (with vaults) to discover, display, and interpret the buried archaeology on-site and the city's street raising.
  - Expand the Old Sacramento Underground tours below the sidewalks and basements of OSSHP.
- **Expand and develop the railroad themes and visitor facilities in the park.**
  - Restore the Passenger Station and Freight Depot structures to their historic, more open appearance. Relocate passenger services for the excursion train to the Passenger Station and use the open platform at the Freight Depot to interpret both rail and river uses.
  - Bring some of the existing trains and activities that occur inside of the CSRM outdoors, for public display to enhance the Railroad Scene.
  - Extend the existing excursion train line and expand its programs. Excursion rides can be various lengths, depending on the activity that occurs on the train. Expand the themes for the excursion train ride with opportunities for interpretive runs, dining, special events, and possible return by steamboat. Excursion train trips traveling to Hood can be opportunities to interpret the history of California agriculture, the natural environment of the Central Valley, and plant and wildlife communities unique to the Sacramento–San Joaquin Delta.
- **Engage the river as an amenity for Sacramento, connecting people to the water.**
  - Improve views and access to the river by seeking opportunities for development at the riverfront that does not obstruct views to the river from OSSHP.
  - Provide recreation and attractions adjacent to the river such as an amphitheater, open space for picnic areas, and seating areas for river-gazing.
  - Use a dock for historic interpretation of the river landing with display of historic ships, typical of those that visited Old Sacramento.
  - Use dock(s) for water taxi service, visitor recreation and short-term boat parking, river cruises, and viewing of the Gold Rush–era sunken ship.
  - Restore the open space along the riverfront with native plants and vegetation.
  - Enliven waterfront development on both sides of the Sacramento River by connecting Sacramento and West Sacramento with a loop trail system along the river and through coordination of waterfront activities and programs.
  - Support a boutique hotel development. Expand the visitor experience by providing overnight accommodations that evoke the historic use/experience, consistent with Sacramento in its formative years.
- **Develop a horse car ride to demonstrate this historic public transportation mode on the streets of Old Sacramento.**
- **Encourage visits to the B. F. Hastings Building and Pony Express Park in the overall OSSHP experience.** Although these sites are not contiguous to the primary areas in OSSHP, they should not be overlooked in the overall visitor experience to the park.
- **Improve universal accessibility in OSSHP.** Meet requirements and regulations for those with

disabilities, senior citizens, and small children.

- Upgrade existing historic buildings, reconstructed buildings, and historic railcars to be ADA-accessible, when possible without sacrificing the historic integrity of the facilities.
- Update existing interpretive media to ensure that future media, such as signage and audio tours, are fully ADA-accessible.
- Improve the condition of boardwalk areas, pedestrian ways, bike trails, and pedestrian crossings for safe and easy access by persons with disabilities or physical impairments.

3.2.2 NATURAL RESOURCE MANAGEMENT

Vegetation

Natural vegetation within OSSHP is limited. Scattered riparian forest exists along the banks of the Sacramento River. The river itself is an important resource. Natural vegetation along the railroad-right-of-way is limited north of the Meadowview area. Stands of mature riparian forest and wetland complexes are present south of Freeport, especially adjacent to the Stone Lakes National Wildlife Refuge. The General Plan provides an opportunity to address management of vegetation in the planning area.

Issue: Protection and Enhancement of Natural Vegetation and Sensitive Natural Communities

- **Protect sensitive natural communities.** Implementation of projects envisioned in the General Plan should avoid removal or degradation of sensitive natural communities such as riparian forest and wetlands in the planning area.
- **Protect special-status plant species.** Several special-status plant species have the potential to occur in the planning area, especially in the area south of Freeport, and, to a more limited extent along the Sacramento River within OSSHP. Improvements proposed in the General Plan should avoid impacts to special-status plants, if present, to the greatest extent feasible.
- **Enhance and restore the riparian forest within OSSHP.** Where possible, enhancements planned on the riverfront should include planting of native riparian species and interpretation of the natural processes associated with the river and adjacent vegetation.
- **Control invasive weeds.** Vegetation control currently takes place in the railroad-right-of way and should continue to avoid the spread of invasive species that may degrade natural vegetation types.

Wildlife

OSSHP provides marginal habitat to wildlife and is inhabited mostly by species adapted to the urban environment. Habitat along the right-of-way, particularly south of Freeport, provide suitable habitat for many common and special-status wildlife species. The Sacramento River in OSSHP provides habitat for a broad range of fish species.

Issue: Special-Status Fish and Wildlife Species

- **Protect special-status fish species.** Consultation with the National Marine Fisheries Service may be necessary prior to any activities that affect the bank of and water quality in the Sacramento River if

these activities have the potential to adversely affect federally listed fish in the river. Best management practices should be incorporated into construction of projects to avoid adverse impacts.

- **Protect special-status wildlife species.** Several special-status wildlife species have the potential to occur in the planning area, particularly in the right-of-way south of Freeport. Adverse impacts to special-status wildlife should be avoided through various methods, including consultation with resources agencies, surveys if necessary, and avoidance and minimization measures during construction.
- **Nesting raptors.** Many of the mature trees in OSSHP and along the right-of-way provide suitable nesting habitat for common and special-status raptors protected by state law and the California Fish and Game Code. Preconstruction surveys and avoidance measures may be needed to avoid adverse effects on nesting raptors during construction.
- **Stone Lakes National Wildlife Refuge.** Sandhill crane, a fully protected species, is known to winter in the Stone Lakes National Wildlife Refuge and the refuge provides habitat for a broad range of common and special-status wildlife species. Adverse affects on these resources and on the management of the refuge from operation of excursions train should be avoided; coordination with refuge management staff was undertaken as part of this planning effort.

Air Quality

The current excursion train runs south to Baths. Expansion of the excursion train to the zoo would traverse a neighborhood not currently traversed by trains. Implementation of a second excursion train from Pocket-Meadowview to Hood would also require the transport of equipment, the construction of a maintenance yard, or other options to be determined, as service facilities do not exist at the south end of the line, in the town of Hood.

Issue: Air Quality Concerns from Operation of the Excursion Trains and other Railroad Operations

Local residents adjacent to the excursion train right-of-way have expressed concerns about the potential air quality issues of engine exhaust from operation of the steam locomotive of the excursion train. Concerns were also expressed about additional traffic and trips of visitors traveling to the excursion train segment beginning in the Pocket/Meadowview area and traveling to Hood.

- **Required Analysis.** The General Plan EIR analyzes the potential environmental impacts from proposed excursion train operations and opportunities to mitigate potential air quality issues from engine exhaust, as well as future construction-related activities in OSSHP.
- **Coordination with Regulators.** Outreach to and in coordination with the Sacramento Metropolitan Air Quality Management District was undertaken in support of the General Plan. Preliminary analysis results were shared with district staff and appropriate methods for analysis were confirmed.

3.2.3 CULTURAL RESOURCES MANAGEMENT

Cultural Resources
OSSHP includes several important historic resources including two buildings (the Big Four Building and the BF Hastings Building) that are listed in the National Register of Historic Places. Other buildings may be eligible for listing. In addition, previously undocumented historic and prehistoric cultural resources may be present in the planning area and should be protected from adverse affects resulting from General Plan implementation. **Issue: Interpretation of Cultural Resources** Old Sacramento today is a hodge-podge of development representing several different time periods that is confusing for visitors. Interpretive signage within OSSHP and Old Sacramento does not provide enough information to distinguish the different time periods represented, nor does it provide enough information to educate the public about the facilities and resources that are authentic, reconstructed, replicated, or modern additions to the NHL district. While previous excavation has been done on the 1849 Scene, more work and effort is needed to gather, identify, label, organize, and describe the underground historic resources of the 1849 Scene for future interpretation or development of the site. ► **Survey and document the Underground Resources of the 1849 Scene.** Continue to survey, organize, and enhance the archive of historic documents, reports, research, artifacts, pertinent to the future interpretation of the 1849 Scene. **Issue: Degradation to the Authenticity of the NHL District** The Old Sacramento NHL District was on the National Park Service "watch" list in 2004 for construction, intrusions to the landscape, and lack of maintenance. Modern day conveniences and uses such as parked cars, parking meters, tourist uses, and wild west themes that are inconsistent with the character and history of the district, lack of consistent guidelines for the treatment and maintenance of historic buildings, and new constructions have contributed to eroding the quality of the NHL district. This issue must be addressed through management plans, developed concurrently for OSSHP and Old Sacramento, in coordination with the City of Sacramento and private property owners. **Cultural Resources Opportunities** ► **Preserve architectural and cultural assets.** Known significant cultural resources need to be preserved. Best preservation practices that follow the Secretary of the Interior's Standards should be incorporated into the planning for projects to ensure the proper treatments are applied to resources. Consultation with the California Office of Historic Preservation may be necessary prior to the implementation of projects. ► **Conduct surveys, inventories, and evaluations prior to project implementation.** Establish a cultural resources management plan and conduct regular monitoring of resources that follow current professional practices.

Collections
To identify collection needs and measure progress, OSSHP's curatorial department accumulates data from park facilities to assess the degree to which cultural resources are protected, preserved, and made available to public. OSSHP facilities annually complete the Department's MCFI [Museum Collections Facility Index] report which measures environmental conditions at facilities that house museum collections. Museum objects with specific conservation needs are identified and treated. **Issue: Current Collection Facilities** OSSHP's collections are extensive and diverse–in composition, size, and current condition– factors which present many challenges to proper care. There are a number of problems with the existing facilities that argue for their replacement at the earliest possibly opportunity. The current West Sacramento facilities are located within a FEMA-identified flood-hazard area. Storage space at all facilities is near capacity, limiting not only current uses, but also prohibiting any meaningful support for field units. Dedicated areas for conservation and processing are inadequate in terms of size and functionality. The ability to provide public access to collections is limited. Moreover, environmental conditions are sub-standard and contribute to low MCFI-scores year after year. The majority of the existing storage systems for objects and documents do not meet current professional museum standards for long-term protection. **Collection Opportunities** As part of the Department's commitment to leadership in cultural resources, funds have been approved and the process has begun to select a site where all state collections can be consolidated into a single state-of-the–art facility. The Capital District, which OSSHP is part of, together with statewide collections, will be the primary tenants of a new facility, scheduled for occupancy in 2012.

3.2.4 INTERPRETATION AND EDUCATION

Interpretation and Education
Issue: Interpretation for Multiple Interests and Perspectives Without a General Plan, OSSHP has lacked clear interpretive direction since the early 1970's. While earlier plans focused on interpreting the scenes and activities of the Gold Rush (between 1848-1852) they did not provide much direction for interpreting the role of the railroad, river transportation, the westward movement of pioneers to California, or other significant themes represented by the settlement and development of Sacramento. Early plans also could not forecast the urban development that currently surrounds Old Sacramento today, nor the diverse public interests in history, recreation, commerce, transportation, urban and industrial development, politics, archaeology, technology, contemporary culture, and other subjects the park has the potential and ability to interpret. While railroad themes have come a long way in recent years with development of the RHM, other significant themes in Sacramento's history such as interpretation of the city's river connection; the community's struggle with floods, fire, and riots; the natural history of the delta; stories of the life of

early pioneers; and the city's rise to become the state capital of California still lack a strong voice and representation at the park. Furthermore, discussions with stakeholders and the public have suggested opportunities to make connections between past and contemporary interpretive themes and interests such as celebrating the cultural diversity and traditions in Sacramento, understanding what archaeological remains and artifacts reveal, and tracing the impacts of transportation and infrastructure technology on the city's growth and development over time.

Issue: Interpreting Resources and Disparate Elements from Different Time Periods

Historic development and physical conditions present in Old Sacramento contain disparate elements and resources from several different time periods, in a way that may mislead some visitors about what periods are being represented. For instance, there are railroad elements at the park that date no earlier than 1864, the depot represents the 1870s, while the rolling stock is from the 20th century. The 1849 Scene contains recreated buildings to represent the 1850s but is not represented at the original grade of the city.

In many ways, the themes of the CSRM and the non-railroad portions of OSSHP overlap, but in many ways, they are distinctly different. Furthermore, many resources within the park have elements that span different interpretive periods and themes which pose an additional challenge for interpreters and program development in conveying the elements of the park that are authentic or representative of a period in history.

Interpretation Opportunities

Interpretation and education opportunities were identified for OSSHP by State Parks staff, Advisory Committee members, stakeholders, and the participating public.

- **Broaden interpretive themes in OSSHP.** Public comments on the vision for the park suggest the need to highlight a variety of themes in the city's development, showcasing the dynamic history of the area and its layers of history.
    - **Interpret and play up the key themes of the riverfront, Gold Rush, and railroad.** Expand interpretation of the Gold Rush as the event that led to the creation and development of the city. Interpret the role and legacy of Sacramento as a major historic transportation hub (via rail and water) and a future transportation nexus exhibiting historic and modern transportation technologies.
    - **Tell the story of Sacramento** and the history, resources, and events unique or authentic to Sacramento. Highlight and interpret Sacramento's role in the Gold Rush and development of the nation's first transcontinental railroad, and explore themes such as the growth of communities, culture, commerce, agriculture, communication, politics, government, shipping, and transportation. Significant resources identified for interpretation include the river, the archaeology below the 1849 Scene grass area, and the open space along the waterfront.
    - **Tell the story of California**—why California became a state, how it grew to be one of the largest states in the nation, and why it is one of the most ethnically diverse places in America. Promote OSSHP as a welcome center to Gold Rush history and a visitor gateway to California and other visitor destinations in the state. Honor the traditions that reflect the ethnic and cultural diversity of the historic city as well as the traditions that are still part of the community today.

- Interpret the role of Sacramento in the development of the nation's first transcontinental communication and transportation systems, including the Pony Express, transcontinental telegraph, transcontinental railroad, and the freeways that followed, which would dramatically shape the physical growth and transformation of the city, region, state, and nation.

- **Represent OSSHP as a place evolved over time,** rather than a static preservation of a place in time by connecting visitors to the key themes and periods of history in the city's development.

  Gold Rush Commerce and Communication

  - Uncover and interpret the historic resources of the original Gold Rush-era ground level that has been buried under the 1849 Scene to provide a glimpse of the area's history.
  - Enhance interpretation of OSSHP as the western terminus of the Pony Express and an early form of express mail service and communication.
  - Interpret the history and significance of the California State Telegraph Company.

  River

  - Recreate the historic river landing and early experiences on the river with displays of historic ships and interpretation of port activity along the riverfront in the 19th century.
  - Reclaim Riverfront Park to interpret the natural history of the river and the aftermath of floods, levee construction, raising of city streets, and other flood control measures employed to protect the citizens of Sacramento from the threat of recurring floods.
  - Interpret the prehistory, history, technology, environmental issues, and socio-economic relationships of the Sacramento River and the Sacramento–San Joaquin Delta to the people of this region and state.
  - Connect river interpretation and facilities in OSSHP to planned development and recreational opportunities along the Sacramento and West Sacramento riverfronts.

  Railroad and Transportation

  - Identify and provide interpretation of the sites in OSSHP associated with the development of stage lines, Pony Express, and the first transcontinental railroad.
  - Link the city's transportation history to the future convergence of public transportation including high-speed trains, light rail, streetcars, buses, and bikes.

- **Blend historic themes seamlessly** and emphasize connections between historic events, experiences, and resources interpreted in OSSHP to tell the story of Sacramento's early years and its evolution through time. For example, tie the buried Gold Rush commercial history below the grass area of the 1849 Scene to the river as the drop-off location for prospectors heading to the gold fields, connecting the scenes that make up the Gold Rush experience.
- Take advantage of Old Sacramento's proximity to Sutter's Fort State Historic Park, the State Capitol Museum, Leland Stanford Mansion, Historic Governor's Mansion, the State Indian Museum (and the site of the future California Indian Heritage Center) to allow visitors to experience a broad overview of California's development in the 19th and early 20th centuries.

Education Opportunities

- Connect educational programs and materials to themes and events interpreted at the park.
- Provide a variety of educational experiences-from self-guided tours, to small group programs, community events, and living history experiences that provide learning opportunities in a variety of mediums for visitors of all ages.
- Teach visitors to OSSHP about the history, activities, and events that originated and are authentic to Old Sacramento. In so doing, expand opportunities to tie the location of OSSHP to early Sacramento commerce and the development of riverfront ports, local governance, the Pony Express, the first telegraph, stage lines, railroads, and agriculture; and how these activities have shaped the transformation and growth of California.
- Develop the Railroad Technology Museum to provide visitors with educational programming on science, technology, engineering, and math.

3.2.5 PARK OPERATIONS

Park Operations and Management
Issue: Complicated District Governance Structure Old Sacramento has been described as disjointed due to its governance by many different ownership entities. State Parks owns approximately one-third of the land in Old Sacramento, while the rest of the land is owned by the City or held privately. Old Sacramento is both helped and challenged by having multiple stakeholder groups and a Downtown Central Business District contiguous to its boundaries. Tourism is essential to the continuing economic health and vitality of the area, but so is the interpretation of the unique history and resources found in OSSHP. Partnerships with entities other than State Parks—including the California State Railroad Museum Foundation, the Sacramento Trust for Historic Preservation, the Historic Old Sacramento Foundation, the Old Sacramento Business Association, the City of Sacramento, and others—enrich and support OSSHP economically and culturally. Balancing the goals of OSSHP, including historic uses and business uses, and leveraging project partnerships will be necessary to achieve the General Plan vision. Opportunities to improve park management in OSSHP and Old Sacramento will involve facilitating coordinated decision-making, governance, maintenance, and operations. Furthermore, the Project Agreement for OSSHP identified the issue of how OSSHP should be managed to best support the interpretive mission and identity of the railroad and avoid confusing visitors about the distinctly different time periods of the railroad and Gold Rush that followed closely together, questioning whether OSSHP needed to be preserved as a place in time, focused on the Gold Rush period of 1848-52, with a secondary emphasis on railroad history and technology or whether the park's original development themes and interpretation should be developed and continue to be carried forward? The question to be addressed by the General Plan is whether OSSHP needs to be identified as a separate state park unit, distinct from the mission and operation of the CSRM.

Issue: Limited Resources and Volunteer Support

Recent opportunities and public and financial support for the development of railroad facilities and the success of the CSRM has shifted the emphasis of OSSHP on the development of the railroad over smaller structures in OSSHP that focus on Gold Rush and commerce themes. The lopsided focus of OSSHP on railroad history is counter to the mission of OSSHP, established to highlight the commercial aspects of the Gold Rush. Attracting new volunteers, private financial support, and additional project partners will be a key step to implementing the General Plan.

Park Management Opportunities

Stakeholders and the public have identified several opportunities for improving management of OSSHP and Old Sacramento.

- **Better manage the various types of businesses located in Old Sacramento.** Improve the historic authenticity, development, and success of businesses in Old Sacramento in coordination with the programs and activities in OSSHP. For example, the Wild West theme used by some of the retail shops in Old Sacramento are nostalgic, but not authentic to the history of the place nor the historic buildings they occupy; and thus, need to be managed and replaced over time.
- **Work with the existing governance structure.** Take advantage of the strengths of primary stakeholders, but avoid having another layer of government. Contract for maintenance needs and/or arrange joint-maintenance agreements with stakeholders and property owners in Old Sacramento.
- **Build on existing public–private partnerships** and continue to seek new partners to build upon the Gold Rush and commerce themes in OSSHP and help it achieve its goals and vision.

Park Maintenance

Issue: The High Cost of Retrofitting Older Structures to Modern Building Code Standards

For many older buildings in OSSHP, it is a costly challenge to bring their physical facilities and utility systems up-to-date with existing code standards. Significant infrastructure investments are needed to update aged utility systems to adequately serve new development proposed in the General Plan. The opportunities suggested to improve the facilities and operation of OSSHP are described below.

Park Maintenance Opportunities

- Consider and work toward the following suggested facility needs and opportunities.
    - Consolidate the Capital District State Museums and Historic Parks' offices together in one location that includes improved meeting spaces.
    - Provide adequate archive space for project files, design and as-built drawings, and maps.
    - Find a workshop space for fabrication, carpentry, and metal work, to support exhibits and other needs.
    - Dedicate space for fleet and storage areas, and plan washing facilities for vehicles and trains.
    - Upgrade existing buildings to address issues including subterranean termites.
    - Reclaim Riverfront Park from the City to maintain, landscape, and interpret the river, and provide river access.

- Reopen a concession in the Passenger Station, at the former location of the Silver Palace, and at the Dingley Steam Coffee and Spice Mill, and add catering services to the RHM, as a source of additional revenue to the park.
- Provide docks, improve bike trail access along the Sacramento River Parkway Multi-Use Trail into OSSHP, and study opportunities for bike trail connections to excursion train stops.
- Add visitor conveniences such as seating areas, drinking fountains, and lighting near various facilities around OSSHP.
- Utilize solar panels and other alternative energy sources to power the park's energy needs.
- Bring new utility systems to the 1849 Scene, to support special events and other future activities desired there, and consider use of alternative energy sources.
- Separate and shade school and tour group entrances at the RHM.

▶ Consider required water, sewer, stormwater, electric, gas, telecommunications, and other infrastructure improvements.

<u>Water</u>

- Upgrade water and fire suppression systems and landscaping and irrigation systems.
- Upgrade and isolate the water metering system to individual buildings, to monitor and address high-water use issues in each building.

<u>Sewer/Stormwater Runoff</u>

- Replace the soil cement in OSSHP on Front Street and I Street, to prevent storm drains from clogging, and regrade areas as needed for effective sewer drainage and to improve walkways.
- Upgrade the plumbing in facilities such as the Freight Depot and Passenger Station, planned for future visitation.
- Upgrade the sewer system and make plans to address demands for public restrooms, especially needs during large events.

<u>Electrical</u>

- Update wiring for exterior lighting and specific lighting systems, to improve energy efficiency.
- Upgrade and isolate the electrical metering system to individual buildings, to monitor and address energy use issues.

<u>Gas</u>

- Upgrade old heating systems in certain facilities, such as the RHM and Big Four Buildings, and separate the air conditioning units in these buildings to enable individual control.
- Upgrade gas lines and meters, to enable tracking of energy use in individual buildings.

<u>Telecommunications (Phone, Internet, and Radio)</u>

- Update phone lines, from hard-wire lines that are currently fully tapped to thinner, fiber optic lines, and/or usee wireless communications equipment for future telecommunication needs.

<u>ADA Accessibility</u>

- Consider using a pedestrian- and ADA-friendly ground surface material, representative of the materials in existence in the area in the mid-19th century, to replace the soil cement in OSSHP.

Concessions

Issue: Potential Competition for Concessions

Because of the highly urban nature of Old Sacramento, potential concession goods and services are available from many private-sector providers located within steps of OSSHP. Therefore, local competition may preclude duplicative concession venues with OSSHP.

Concession Opportunities

- **Consider possible concession opportunities.** Consider a multi-year catering contract for the Railroad History Museum and proposed Railroad Technology Museum, to allow for consistency in catering services for special events and facilities rentals, a restaurant concession in the Freight Depot, a restaurant concession at the former Silver Palace Restaurant in the Passenger Station, and a coffee shop in the Dingley Spice Mill.
- **Evaluate future concession opportunities.** Follow General Plan guidance for concessions.

Public Safety

State Parks' rangers patrol the facilities and grounds of OSSHP and Riverfront Park on an on-call basis during the operating hours of OSSHP, between 8 a.m. and 5 p.m. A number of potential public safety concerns have been expressed for OSSHP and its associated planning areas.

Issue: Vagrant Activity at Riverfront Park

The occasional vagrant activity and litter that occurs at Riverfront Park detract from the visitor experience and enjoyment of the river.

Issue: Bike and Pedestrian Conflicts

Bike and pedestrian conflicts with vehicles and the excursion train necessitate establishing safe bicycle routes and track crossings.

Issue: Safety during Nighttime Activities

Public safety during nighttime activities is a concern for visitors to Old Sacramento.

Issue: Neighborhood Safety with the Operation of the Excursion Train

There is a fear from residents adjacent to the excursion train right-of-way that trash and unwanted trespassers could potentially be invited where the excursion train passes.

Public Safety Opportunities

- The General Plan-EIR will identify mitigation to address potential public safety issues, associated with proposed developments in OSSHP.
- Additional opportunities to improve pedestrian and bike safety in OSSHP and along the excursion train will be evaluated as part of future improvement plans and projects.

3.2.6 CIRCULATION, ACCESS, AND PARKING

Circulation and Access

Issue: Limited Access and Connections
 	
Old Sacramento is cut off from the rest of the City because of its location. This helps ensure its preservation, but the physical barriers of the river, Interstate 5, and the constrained Tower Bridge and I Street Bridge also isolate OSSHP and make it difficult to see or find. Old Sacramento is accessible by Interstate 5 and Interstate 80, and by public transportation modes via bus, train, and the Sacramento River Parkway Multi-Use Trail. Vehicular, bike, and pedestrian access into OSSHP is a challenge due to limited roadways and access points connecting with Old Sacramento and poor bike and pedestrian facilities that are unsafe and inconvenient by foot, bike, or other transit means.
 	
Circulation and Access Opportunities
 	
► **Expand transportation options.** Future transportation plans, including the future Sacramento Intermodal Station facility adjacent to Old Sacramento can bring high-speed rail, commuter trains, streetcars, light rail, trolleys, buses, bike paths, and pedestrian connections closer to OSSHP, rounding out the transportation options available for arriving and leaving from Old Sacramento.
  ○ Consider the opportunity to bring bus lines, trolleys, or other transportation modes into or at the entry to OSSHP.
 	
► **Improve the gateways and connections into OSSHP.** The I Street entry into OSSHP needs to be made safer and more inviting and welcoming for visitors, whether traveling by car, by bike, or on foot.
  ○ Improve directional signage to guide visitors into OSSHP.
  ○ Improve bike trail connections and gateways on the Sacramento River Parkway Multi-Use Trail leading into OSSHP, to allow both pedestrians and cyclists to enter safely and easily.
 	
► **Improve vehicular circulation access into OSSHP.**
  ○ Work with the City to provide additional vehicular access and parking garage access that supports the activities within Old Sacramento and the Railyards.
  ○ Keep Front Street open to traffic and parking to serve Old Sacramento businesses, except, as needed, during special events and within the boundaries of OSSHP.
 	
► **Improve circulation throughout OSSHP.**
  ○ Improve ground surfaces to make circulation easier and more vehicular-, bike-, and pedestrian-friendly.
  ○ Encourage visitors to leave their cars in parking garages and experience OSSHP on foot.
  ○ Encourage traveling to OSSHP by bike by expanding facilities for long-term (employee) parking and short-term (visitor) parking, where appropriate.
 	
► **Improve bus circulation, access, and drop off.** Existing bus turnaround and access behind the RHM is difficult, inefficient, and unsafe for drivers, bicyclists, and pedestrians.
  ○ Help alleviate circulation issues with additional bus access by studying opportunities to share bus parking facilities with the future Sacramento Intermodal Station facility.

Parking

Issue: Parking Perceptions and Perspectives

Although visitors often complain about parking issues in OSSHP, the issue of not having adequate parking is a public perception problem. Parking garages and parking spaces are adequate to serve the needs of a majority of visitors and are underutilized on a regular basis, except possibly during special events and on some weekends. Parking complaints are directed more towards not having free parking, not having enough on-street parking, the receipt of expensive parking fines from expired meters, and the perceived additional parking demands that new development in OSSHP may bring. Business interests view on-street parking as a needed visitor facility, while historic interests view on-street parking as an anomaly to the historic area and would prefer to see more emphasis placed on utilizing and improving existing parking garages.

Parking Opportunities

- Enhance the use of the parking garages.
  - Provide additional parking garage ingress locations, making it convenient to use parking garages. Improve signage to parking garage entries, and work with businesses to promote OSSHP as a parking-validated district.
  - Provide shuttles or horse cars to take visitors from parking structures at either end of OSSHP into its center.
- Use on-street parking and parking lots to support needed revenue for the City.
- Provide additional parking areas for OSSHP staff and volunteers.
- Create special event parking.
  - Encourage the use of public transit and provide off-site parking areas with connecting shuttle service or other free public transportation, to address the need for additional parking during special events.

CHAPTER

4

THE PLAN

CHAPTER 4: THE PLAN

This chapter of the General Plan establishes the long-range purpose and vision for Old Sacramento State Historic Park (OSSHP). It defines management zones for OSSHP, describes the intent and desired visitor experiences of park facilities, and identifies the goals and guidelines to help the park achieve its broader vision to interpret the layered history that exists in the planning area. Goals and guidelines respond to known planning issues and provide the foundation for resource protection, future development, and interpretation in OSSHP. The General Plan also considers and coordinates with activities in the greater Old Sacramento Historic District (Old Sacramento) and the areas outside of Old Sacramento, including the Central Shops Historic District (Central Shops) of the Central Pacific Railroad (CPRR)/Southern Pacific Railroad yards (Railyards) and along the Sacramento Southern Railroad (SSRR) right-of-way in which components of the plan will be developed. Thus, while goals and guidelines in the General Plan only pertain to the facilities and resources in OSSHP, planning, coordination, and collaboration with the City of Sacramento (City), private property and business owners, various agencies, and other stakeholders will continue to be important to the development of OSSHP and are specifically emphasized in goals and guidelines that address mutual concerns in Old Sacramento such as, circulation, parking, park activities, and special events.

4.1 PURPOSE AND VISION

The purpose and vision provide guidance and direction for future planning efforts and management of state park units. The statement of purpose describes the park's broad purpose and significance to California, its key resources and values, and establishes a framework for future management and planning. A statement of purpose for each unit within the state park system is required by California Public Resources Code (PRC) Section 5002.2(b), "setting forth specific long-range management objectives for the park consistent with the park's classification." The park vision describes the desired future of a park after General Plan goals are realized. The vision expresses what each park should ultimately feel and look like, and what kinds of visitor experiences should be provided in the future. Changes that affect the character of a park may require an update to the park's statement of purpose, vision, and sometimes to its classification to ensure proper resource protection, management, and visitor opportunities. The statement of purpose and vision for OSSHP are as follows.

Statement of Purpose

> *The purpose of Old Sacramento State Historic Park is to collect, preserve, study, restore, reconstruct, exhibit, and interpret, for the education, recreation, and entertainment of the broadest possible audience, the story of the City of Sacramento: its Gold Rush roots; the development of commerce, communication, and transportation systems through 1870; the history and technology of railroads and railroading in California, the West, and the nation from their early beginning through contemporary and future transportation systems; and their impacts on cultural and natural resources in the development of the city, region, state, and nation.*

Vision

OSSHP brings the rich and important history of the early development of Sacramento to life, establishing meaningful and inspiring places that will be visited often, cherished, and remembered by generations to come. Buildings, artifacts, and features on display in OSSHP and greater Old Sacramento capture the character and accomplishments of the City's 19th century population: from gold seekers, settlers, lawyers, politicians, and merchants to visionaries of communication, engineering, and transportation. OSSHP creates opportunities for visitors to experience, understand, and discover the rich history, resources, artifacts, and events that shaped the growth and development of the city, the region, California, and the nation. Exhibits, programs and interpretive media help visitors create meaning and relate this history to their experience and lives.

OSSHP depicts the people, architecture, historic landscape, scenes, and significance of Old Sacramento as "layers of history." Its layers of history represent and convey:

- the importance and role of the confluence of the Sacramento and American Rivers on the location and settlement of Sacramento, named after the Sacramento River in 1849;
- the growth of an 1850s Gold Rush city and bustling commercial center serving an influx and diverse mix of miners and prospectors, many of whom would settle the region and bring with them their cultural traditions and values;
- the center of busy transportation networks supplying goods and agricultural commodities and connecting the northern California Gold Rush camps, as well as mines and settlements in southern Oregon, Nevada, Idaho and the intermountain West, to San Francisco and the outside world;
- Sacramento's significance and achievements in communication and transportation development, serving as the main terminus for Sacramento River shipping, the Sacramento Valley Railroad, the western terminus of both the Pony Express; the first transcontinental telegraph and first Transcontinental Railroad, and the location of stations for the Central Overland mail and other early stage lines;
- Sacramento's early determination and will to survive by rerouting the American River, reinforcing the levees, and by raising the central city streets and buildings in the 1860s and 1870s to survive and address the threat of floods;
- the beginnings of a thriving shipping and railroad distribution center supporting and serving a productive agricultural region;
- the development of civil law and the establishment of the California Supreme Court's chambers in Sacramento; and
- Sacramento's evolution as a City and the state's political center of government.

The railroad components of OSSHP bring to life the dynamic history and technology of railroads and tell the story of their role in connecting California to the rest of the nation and North America, interpreting:

- the impacts–particularly socially, economically, and politically–of railroads in California, the West, the U.S., and the World;
- the influence of railroads on local, regional, and national commerce and society;
- the development, planning, and construction of the nation's first transcontinental railroad from Old Sacramento;
- the history of the Central Pacific and Southern Pacific Railroad Sacramento Shops;
- the development and improvement of the rail industry's technologies, and the significance of the Central Pacific, Southern Pacific, Union Pacific, Santa Fe, and other California railroads in that development;
- the basic principles of power and energy and the development and refinement of locomotive technology;
- innovations in engineering and organization that have changed and improved railroad work practices, efficiency, and safety;
- the workings of a railroad shop and the processes involved in restoring and maintaining locomotives and cars;
- the present and future of rail transportation; and
- the experience of travel by train.

4.2 STATE PARK UNIT CLASSIFICATION

The classification of OSSHP as a State Historic Park continues to be the most appropriate classification for the park unit. Pursuant to PRC Section 5019.59, State Historic Parks are defined as follows:

> **5019.59. Historic units**, to be named appropriately and individually, consist of nonmarine areas established primarily to preserve objects of historical, archaeological, and scientific interest, and archaeological sites and places commemorating important persons or historic events. The areas should be of sufficient size, where possible, to encompass a significant proportion of the landscape associated with the historical objects. The only facilities that may be provided are those required for the safety, comfort, and enjoyment of the visitors, such as access, parking, water, sanitation, interpretation, and picnicking. Upon approval by the Commission, lands outside the primary historic zone may be selected or acquired, developed, or operated to provide camping facilities within appropriate historical units. Upon approval by the State Park and Recreation Commission, an area outside the primary historic zone may be designated as a recreation zone to provide limited recreational opportunities that will supplement the public's enjoyment of the unit. Certain agricultural, mercantile, or other commercial activities may be permitted if those activities are a part of the history of the individual unit and any developments retain or restore historical authenticity. Historical units shall be named to perpetuate the primary historical theme of the individual units.

The State Historic Park classification best identifies the range of cultural and historic resources to be preserved, protected, and recreated as part of the park experience and General Plan vision.

4.3 GENERAL PLAN MANAGEMENT ZONES

The management zones, identified for OSSHP are established based on the distinct features, resources, geographic location, interpretive characteristics, and the desired visitor experiences and uses of each zone. The management zones in OSSHP will consist of the Riverfront Zone, Gold Rush and Commerce Zone, Railroad History Zone, Railroad Technology and Shops Zone, and the Excursion Railroad Zone. Exhibit 4-1 shows the management zones within the park and the approximate location and extent of each management zone. A brief summary of these management zones and their characteristics, cultural and natural resource values, desired visitor experiences, proposed facilities and uses, and public access opportunities are further described in this section and summarized in Table 4-1 (Section 4.3.2).

Exhibit 4-2, "Conceptual Master Plan," depicts a vision concept for the park after potential future planned land uses and facilities are implemented. The proposed facilities are further described in this section. The initial site concepts preceding and leading to development of the Preferred Concept Plan, below and a summary of earlier public workshops are included in Appendix C. In addition to these site concept plans, several bike concepts have also been proposed in coordination with the City and City's Bikeway Master Plan and are presented in Appendix B, "Proposed Bike Alternative Concepts through Old Sacramento."

4.3.1 VISITOR GATEWAYS AND SIGNAGE

Visitors to Old Sacramento typically do not know when they have arrived on State Park grounds and what facilities and activities comprise the State Park experience. To enhance the visitor experience, create a sense of arrival, and orient visitors to the park, signage should serve the following functions: (1) clearly mark the gateways to OSSHP, including the facilities of the park within Old Sacramento and the Central Shops Historic District; (2) identify significant park resources; and (3) provide park information and wayfinding. Signage shall be designed to be compatible with the character of existing signs in the park and coordinated with the City and property owners in Old Sacramento and the Central Shops Historic District.

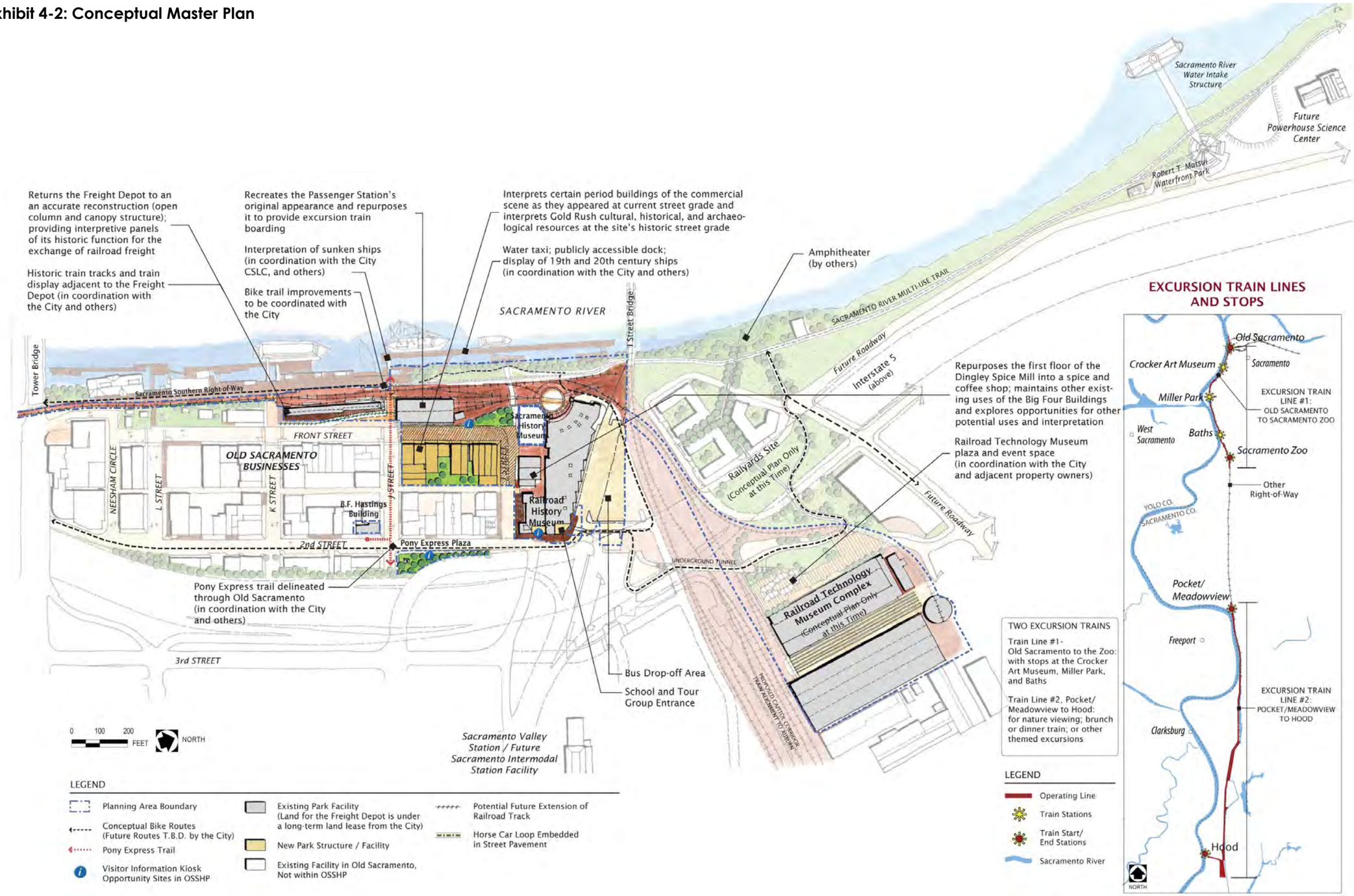
Major centers or gateways into OSSHP will be marked with a monument sign indicating the park or place name and coordinated with the City and others. Visitor kiosks will provide additional visitor information such as, a map of park facilities and points of interests; sample itineraries; a calendar and summary of activities and events offered in Old Sacramento and the Central Shops; and references to nearby facilities of interest such as, the Crocker Art Museum, Powerhouse Science Center, California Indian Heritage Center, Sutter's Fort State Historic Park, Sacramento Zoo, and the Sacramento River Parkway system.

Exhibit 4-1: GENERAL PLAN MANAGEMENT ZONES

LEGEND

- PLANNING AREA BOUNDARY
- GOLD RUSH AND COMMERCE ZONE
- RIVERFRONT ZONE
- EXCURSION RAILROAD ZONE
- RAILROAD HISTORY ZONE
- RAILROAD TECHNOLOGY AND SHOPS ZONE

Exhibit 4-2: Conceptual Master Plan



4.3.2 SUMMARY OF MANAGEMENT ZONES AND FACILITIES

The management zones in OSSHP and their characteristics are summarized in Table 4-1 below. Proposed park facilities and activities, associated with these management zones are also described in this section.

Table 4-1: OSSHP Management Zones

	Riverfront	Gold Rush and Commerce	Railroad History	Railroad Technology and Shops	Excursion Railroad
Location	Sacramento Riverfront Park, river shoreline, and features constructed (i.e. a dock and promenade) within the Sacramento River	Half a city block on Front Street, between I Street and J Street; also the Big Four Complex on the north side of I Street and the B. F. Hastings Building and Pony Express plaza on 2nd Street	Comprised of the Railroad History Complex on a strip of land between Front Street and the Sacramento riverfront, and I Street and the Union Pacific Railroad tracks	Comprised of the Railroad Technology Complex on the westernmost portion of the Central Shops Historic District, including original shop buildings, turntable, transfer table, and firing line	12-plus-mile railroad right-of-way along the former Sacramento Southern Railroad from the Central Shops and Old Sacramento to the Sacramento Zoo and from the Pocket-Meadowview area to Hood, including various sidings, spurs, and yard tracks
Primary Purpose	Provide connections to the Sacramento River and interpret the city's historic relationship with the river, including the effects of floods and the river's value as a means of transportation	Represent historic scenes of Sacramento's history; the 1840 to 1870 commercial development; the raising of the city streets; and the Pony Express, telegraph, and stage lines	Provides opportunities to explore, experience, and understand the impacts of railroads historically in California and the West- particularly development of the first transcontinental railroad and the people and technology, and uses of the railroad	Provides opportunities to explore, experience, and learn the science, technology, and innovation of railroads, including the workers and craftsman involved in the work of restoring of railroad cars and equipment	Demonstrates the experience of travel by train, via vintage steam-powered locomotives
Natural Resources Management	Includes shoreline areas with limited native flora and fauna; potential for enhancement of native vegetation while interpreting man-made historic riverfront improvements	Vegetation limited to street and park trees and ornamental plant materials that need to be maintained within OSSHP	Vegetation limited to street and park trees and ornamental plant materials in OSSHP requiring maintenance	Vegetation limited to ruderal areas at the Railroad Technology Complex, dominated by weeds and native and invasive plant species requiring removal and replacement	Natural resources are limited within the right-of-way. Riparian vegetation is along portions of the right-of-way, next to the Sacramento River, and through Stone Lakes National Wildlife Refuge; native oak trees are along various stretches; and natural vegetation, such as grassland are present where tracks have been removed
Cultural Resources Management	A functional dock or embarcadero; and interpretation of sunken historic ships; interpret the need, construction, and use of the 1913-1914 concrete floodwall built by Southern Pacific Railroad	Archaeological materials buried below the first surveyed lots; artifacts and interpretive collections associated with the Eagle Theatre and B. F. Hastings Building; and exhibits displayed in period-style concessions Preservation and management of historic structures, including the Big Four Complex and B. F. Hastings Building	Artifacts and interpretive collections found in the CPRR Passenger Station, CPRR Freight Depot, Big Four Complex, and RHM; also extensive historic collections stored off-site with opportunities to be exhibited and housed at the RHM	Historic and restored rail cars and equipment housed within the RTM; also collections stored off-site with opportunities to be exhibited and housed at the RTM	Locomotives, passenger and freight cars, tracks, and station sites along the historic SSRR right-of-way
Visitor Experience	Scenic river beauty and historic relevance experienced by viewing of the Sacramento River and interpretive exhibits from the promenade, paths, and Riverfront Park	Commercial history and associated architecture to be experienced through building reconstructions, museums, exhibit spaces, artifact and archaeological displays, environmental living programs for students, guided and self-guided tours, living history events, appropriate period-style concessions, and horse-drawn rides	Railroading's many forms, historic and contemporary influences through museum exhibits, artifacts, railroad equipment, displays or demonstrations, access to restored vehicles and railroad equipment, theme-based activities, and educational programs	Locomotive science, engineering, and technology experienced through museum exhibits, artifacts, railroad equipment, outdoor displays or demonstrations, access to restored vehicles and railroad equipment, theme-based activities, and educational programs	Excursion train rides with themed interpretation

Table 4-1: OSSHP Management Zones

	Riverfront	Gold Rush and Commerce	Railroad History	Railroad Technology and Shops	Excursion Railroad
Public Access	Bicycle and pedestrian access via the Sacramento River Parkway Multi-Use Trail and paths and walkways along the boardwalk; river access via water taxis and private vessels	Horse-drawn rides; public transit; water taxi from the Riverfront Zone; auto access via city streets; bicycle and pedestrian access via city streets and the Sacramento River Parkway Multi-Use Trail	Transit via city streets, Amtrak, light rail, water taxi; auto access via city streets; bicycle and pedestrian access via city streets and the Sacramento River Parkway Multi-Use Trail; underground tunnel connecting the Railroad History Complex with the new Railroad Technology Complex	Transit via city streets, Amtrak, light rail, water taxi; auto access via city streets; bicycle and pedestrian access via city streets and the Sacramento River Parkway Multi-Use Trail; underground tunnel connecting the Railroad History Complex with the new Railroad Technology Complex	Transit via city streets, Amtrak, light rail, water taxi; auto access via city streets; bicycle and pedestrian access via city streets and the Sacramento River Parkway Multi-Use Trail
Facilities	• Promenade and viewing stations • Riverfront Park • dock • Sacramento River Parkway Multi-Use Trail • Outdoor interpretive exhibits and signage	• Reconstructed street-level commercial scene with period-style concessions and displays • Gold Rush–era underground level interpretation and displays • Historic level Eagle Theatre reconstruction • Gold Rush Visitor Center • Big Four Buildings • B. F. Hastings Building • Pony Express plaza • Horse car tracks and appurtenances • Outdoor performance/interpretation space	Railroad History Complex • RHM Building • CPRR Passenger Station • CPRR Freight Depot • Informal outdoor space for group interpretive programs • Outdoor interpretive displays of equipment	Railroad Technology Complex • Boiler Shop • Erecting Shop • Transfer Table, Turntable • Firing Line • Informal outdoor space for group interpretive programs • Outdoor interpretive displays of equipment	• Excursion train and associated equipment, tracks, and station facilities

Gateway monument signs or kiosks, to be further coordinated with the City, are proposed at the following locations in the park's planning area as shown in Exhibit 4-2.

- The proposed dock near I Street, where visitors using water taxis would enter OSSHP from the Sacramento River
- The Sacramento River Parkway Multi-Use Trail, where it enters OSSHP from the north
- The RHM, near the east gateway at 2nd Street and I Street
- At the excursion train boarding area of the CPRR Passenger Station, near Front Street
- Entry points into OSSHP from the Underground Tunnel connecting the RHM to the RTM, below the Union Pacific Railroad tracks

Directional or wayfinding signs will also be provided, in coordination with the City, to guide visitors to key resources and points of interest within OSSHP, Old Sacramento, and the Central Shops Historic District.

Because facilities and special resource in OSSHP, such as Pony Express Plaza, the B. F. Hastings Building, and the Railroad Technology Complex are dispersed in several locations, visitor signage and information at these locations should be less elaborate, used to identify them as OSSHP facilities. Visitor signs in Old Sacramento and off-site information signs outside of Old Sacramento (such as, along the excursion train stops and stations) should be designed and located in coordination with surrounding property owners, the City of Sacramento, and their respective jurisdictions (cities, counties, and affected agencies).

SACRAMENTO RIVERFRONT ZONE

The Sacramento Riverfront Zone, located between the I Street Bridge to the north and J Street to the south, along the Sacramento River, represents one of the earliest sites of the city and acknowledges the important relationship of the Sacramento River to the development of Sacramento. The Riverfront Zone will explore the city's relationship with the river through interpretation of floods and droughts and the historic function of the river as a major transportation and commerce route. This area includes the river shoreline, Riverfront Park, an embarcadero/promenade, and sunken historic ships.

The vision and proposed uses for the Riverfront Zone include docks and open space that provide multi-purpose event, interpretation, and recreation space, with access and views of the Sacramento River. Physical improvements include visitor amenities to improve the appearance and comfort of the riverfront, such as additional seating, signage, and shade trees, where appropriate, extension of pedestrian and bicycle trails, and crossing improvements at several junctures along the riverfront to ensure public safety and enhance ADA accessibility. Primary interpretive features of the Riverfront Zone include sunken historic ships, the Riverfront Park and shoreline, and proposed improvements that include the development of a new dock for the display of historic ships, the potential operation of a water taxi, and for boat moorage. Improvements to the banks of Riverfront Park will enhance opportunities to access and view

the Sacramento River from various locations in Old Sacramento. Any improvements or enhancements along the river shall be planned and implemented in coordination with the City, who currently holds a master lease (through 2035) from the California State Lands Commission (CSLC) for the portions of the proposed project in the Sacramento River, between the I Street Bridge and J Street. These features are further discussed below.

Lithograph depicting a flood event in Sacramento, circa 1849-1850

NEW DOCK

A proposed new dock, extending from J Street to approximately the I Street Bridge, would substantially expand boat moorage along the Sacramento River. The dock could expand the availability of water transportation to connect destinations on both sides of the Sacramento River. The boat dock would be intended for use primarily by water taxis and other public-access boats, and for historic ships that may be on display. Moorage by private recreational vessels would be restricted to identified locations on the dock. The dock also would allow OSSHP to expand its interpretive mission by providing visitors with an additional opportunity to experience the river's natural and cultural history. Interpreting the remains of a historic embarcadero, located at approximately the same site during the mid-19th century, would provide additional insight to the layered history of Old Sacramento.

SUNKEN HISTORIC SHIPS

The remains of historic sunken ships are located at the foot of I Street, J Street, and other locations along the riverfront. These ships were used as floating docks, hotels, warehouses, even as a jail. Among these ships was the *LaGrange*, a three-masted bark that arrived in Sacramento in October 1849, where she was abandoned by her crew. The City purchased the ship for use as a prison, and it served in that role until it sunk during a storm in 1859. Remains

of the LaGrange found near the foot of I Street include hull planks, floor frames, copper sheathing, curved timbers, and a keelson (HMdb.org 2009). Near the foot of J Street is likely the wreck of the brig Sterling, which sank while moored at the foot of I Street in September 1854. Prior to sinking, the Sterling served as a floating warehouse. Interpretive exhibits would highlight these and other sunken Gold-Rush era ships, including their many uses during the early days of Sacramento's embarcadero.

DISPLAY OF HISTORIC SHIPS

The riverfront area was a key mid- to late 19th century port along the Sacramento River, acting as a hub for commercial shipping for gold mining areas to the east, the Central Valley, and downriver to San Francisco and the Pacific Ocean. The area also played a key role in the development of the Sacramento Valley Railroad and the first Transcontinental Railroad. During the mid-19th century, this port hosted ocean-worthy sailing ships (barks, brigs, and schooners), and as the 19th century progressed, a growing number of steamboats. These vessels plied the river and docked at Sacramento, where their cargo was transferred to other forms of overland transport, including the Central Pacific and later Southern Pacific Railroad.

One historic ship, the *Delta King*, listed in the National Register of Historic Places, is currently moored at the Old Sacramento boat dock. The ship represents a somewhat later historical period than the Gold Rush era. The *Delta King* is a restored 285-foot paddlewheel riverboat. Built in 1927, the ship provided transport between Sacramento and San Francisco until 1940. It was abandoned and partially submerged twice until its restoration in 1984, and is now open to the public as a hotel, restaurant, and entertainment location.

The proposed OSSHP dock would be of sufficient size to accommodate historic ships on a temporary or permanent basis. Emphasis would be placed on ships that are representative of historic Sacramento River commerce and transport. However, display of ships of general historic interest would also be encouraged, such as sailing ships including the brig *Lady Washington* and the ketch *Hawaiian Chieftain*, which docked at Old Sacramento in 2009 and 2011. Ships such as these would provide excellent interpretive opportunities and, where feasible, tours of the ships could be offered to visitors in OSSHP.

RIVERFRONT PARK

Riverfront Park, within OSSHP, is located between the I Street Bridge to the north, J Street to the south, the Sacramento Southern Railroad tracks to the east, and the Sacramento River to the west. Walls and fences currently separate uses in some areas of the park. A concrete floodwall separates the tracks near the RHM from the Sacramento River Parkway Multi-Use Trail, and metal fencing separates the multi-use trail from the 45-degree drop down to the shoreline. Wooden bollards separate the tracks from the wooden boardwalk near the CPRR Freight Depot.

The shoreline includes a mixture of undeveloped areas, plus a variety of structures, including walls, remnants of docks, concrete blocks, and remnants of buildings. The remains of a historic wharf with access from I Street are still visible along the riverfront. Flora along the shoreline

includes mixed native riparian habitat (cottonwoods and willows), brush, and rocks that have been installed for bank stabilization. The shoreline is difficult to reach, although informal trails provide access to the river near the north end of the Riverfront Park.

Because Riverfront Park would provide better access to and along the river, afford enhanced views, and make the waterfront an integral part of OSSHP, landscape enhancements at appropriate locations along the river should be considered alongside future uses and interpretation of the park. To improve the visual aesthetics of the area, the walls and fencing would be replaced where possible with a consistent barrier (such as bollards) that would provide safety, while allowing better views of the river. Remnants of former structures without historic significance would be removed, while those of historic interest would be interpreted with signage.

The Sacramento River Parkway Multi-Use Trail would be improved in OSSHP from its current terminus near I Street through Riverfront Park to J Street, providing additional bike and pedestrian access through State Park property. The City's Bikeway Master Plan identifies the proposed route of the Sacramento River Parkway Multi-Use Trail through Old Sacramento, along the Sacramento River. Other additional bike routes through Old Sacramento shall be planned and determined by the City. To improve bicycle and pedestrian safety, enforcement of a walk-only zone along I Street, in OSSHP has been proposed due to the hazardous condition of bikes crossing multiple railroad tracks at the current location. This would only be implemented after alternative bike routes have been provided. Bike traffic would be rerouted to other nearby locations, as identified in the Proposed Bikeway Alternative Concepts in Appendix B.

Clearly marked pedestrian crossings would be installed over the excursion train tracks and boardwalk, to improve safety and assist mobility-impaired individuals in reaching the waterfront. Interpretive exhibits along the embarcadero and paths are proposed to connect to an interpretive river route along the Sacramento River, envisioned by the *Sacramento Riverfront Master Plan* (City of West Sacramento and City of Sacramento 2003). The interpretive river trail will provide opportunities to connect visitors from Old Sacramento to local attractions and destinations, including the Sacramento Valley Station, Crocker Art Museum, Downtown Sacramento Railyards, Discovery Park, future Powerhouse Science Center, and future California Indian Heritage Center.

POTENTIAL SACRAMENTO DELTA AND RIVER MUSEUM

The General Plan supports the suggestion to investigate the opportunity to develop a **Sacramento Delta and River Museum**, along the Sacramento River in Old Sacramento or in the vicinity of the area. Consistent with the goals for interpreting the Riverfront Zone, the Delta and River museum could interpret the history and environmental conditions of the Sacramento River and Delta region.

GOLD RUSH AND COMMERCE ZONE

The Gold Rush and Commerce Zone in OSSHP encompasses the earliest lots in Sacramento, representing the early years of commerce and communication in Old Sacramento. This area

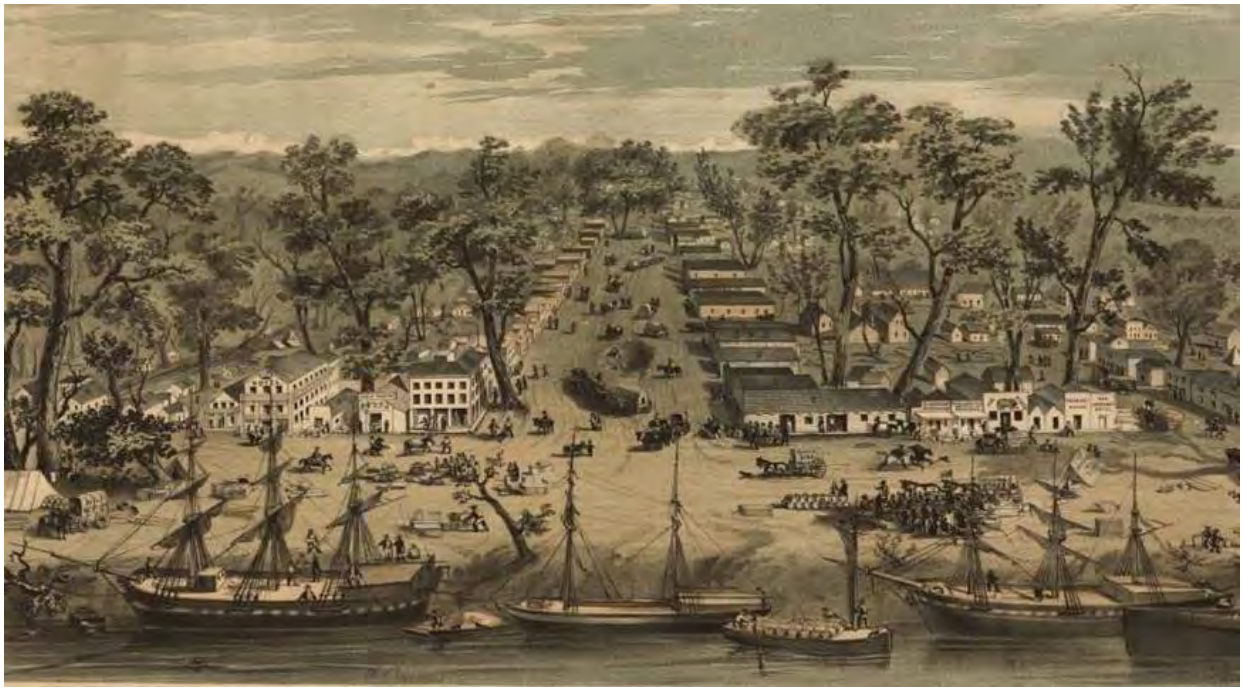
provides visitors with opportunities to discover and experience the city's early Gold Rush-era history; the raising of the city streets; early commercial development, dating to the City's pioneering era, between 1840 and 1870; and the Pony Express, telegraph, stage lines, and railroads that improved connectivity throughout the nation. Visitors will experience the commercial history and associated architecture and activities of early Sacramento and the region through museums, exhibit spaces, historical vignettes, artifacts and archaeological displays, environmental studies/ programs, tours, living history events, and appropriate period-style concessions. The General Plan's proposals related to important OSSHP structures and open areas in the Gold Rush and Commerce Zone and historic depictions of the commercial scene, over time, are described below.

GOLD RUSH AND COMMERCE BLOCK

The Gold Rush and Commerce Block is currently a half-block mostly open grassy slope along the east side of Front Street, between I Street and J Street. The area includes several recreated Gold Rush period commercial buildings and street beds and walkways along surrounding portions of I Street and Front Street that are covered with soil cement. This area is one of the oldest historic parts of the city. After ownership of the land was transferred to him from his father, John A. Sutter, Jr. had the property surveyed and had lots laid out at 85 feet wide by 150 feet deep. The lots were purchased and developed by business people who were seeking to serve the influx of miners and growing commercial trade. None of the original commercial buildings on this block remain. However, the Eagle Theatre, Tehama Block Building, and Connecticut Mining and Trading (CM&T) Company Building have been reconstructed on their original locations, but at a higher grade.

The General Plan proposes to re-create the area as a historic commercial block, to be known as the Gold Rush and Commerce Block, with the potential for reconstructed buildings and other interpretation fronting the streets. The block could include three levels: a Gold Rush History and Archaeology underground level, highlighting the city's original street level; commercial street front at the current street grade; and commercial, office, and hotel functions on the floors above.

A "Gold Rush History and Archaeology Underground" experience is proposed for the Gold Rush and Commerce Block to be created by excavating the fill beneath the grassy slope to expose the site's original level and interpret the city's historic archaeological remains and many flood and fire events. It would represent the original Gold Rush period grade level, before the buildings and streets were raised to their current level to escape the threat of floods. This excavated area would focus on conveying the stories and experiences associated with the Gold Rush through archaeological displays, exhibit spaces, flexible event spaces, programs, and facilities that expand upon the underground facilities toured as part of the Historic Old Sacramento Foundation's Underground Tours. The reconstructed Eagle Theatre could be relocated to its lower, original grade and used as an orientation facility for the Gold Rush and Commerce Block to interpret the story of Sacramento as the gateway to the goldfields and the City's innovative approach to managing floods.



1850 depiction of the commercial scene along the Sacramento River (Library of Congress, 1850)

1857 depiction of the commercial scene along the Sacramento River

1870 depiction of the commercial scene and transportation modes in use along Front Street (Koch 1870)

The current street grade would reflect reconstructed commercial buildings that date from the period of the City's street raising; or otherwise, other interpretive approaches, as appropriate, and to be determined in future studies. This commercial block would reconstruct significant buildings, facades, or interior scenes that previously existed on the particular lot during the selected period of interpretation, based on historic photos and documented evidence, in compliance with the Secretary of Interior's Standards. Historic and contemporary uses that are consistent with the historic use of the site, when feasible, are proposed for buildings on the street grade. Potential commercial uses of buildings on the street grade might include space for period-style concessions, such as a boutique hotel, restaurants, saloons, and stables; historic activities such as, blacksmithing; and re-creation of interior or display of historic furnishings and equipment. The block could also provide areas for special events and group meetings, and potential space for offices and lodging on the second-story building level. A flexible open space area is proposed within the interior and outdoor spaces of the Gold Rush and Commerce Block to provide space for events, open air performances, gathering, picnicking, and the variety of activities that presently occur in the park, on-site to the extent possible; or otherwise, off-site.

B.F. HASTINGS AND PONY EXPRESS PLAZA

B. F. HASTINGS BUILDING

The B. F. Hastings Building, at the corner of 2nd Street and J Street, has housed many occupants, including the eponymous Hastings and Company Bank in 1853, Wells Fargo and Company from 1854 through 1857, and railroad engineer Theodore Judah's office. The Alta Telegraph Company, later becoming the California State Telegraph Company (serving the first transcontinental telegraph line) were building occupants at one time. Furthermore, the building was the western terminus of the Pony Express. The California Supreme Court occupied the second floor from 1855 through 1857 and again from 1859 through 1869, when the new State Capitol building was being completed. The State Library also shared space. The Wells Fargo History Museum and a 650 square foot office space, used by the Capital District, now occupy the first floor of the building. The second floor is currently being renovated and is closed to the public; it will reopen as a museum interpreting its Supreme Court period upon completion of renovations.

PONY EXPRESS PLAZA

From 1860 through 1861 the Pony Express Trail, which started at St. Joseph, Missouri, passed through Sacramento and terminated at the B. F. Hastings Building. Mail conveyed by the Pony Express was loaded onto steam boats bound downriver for San Francisco. The route of the Pony Express Trail is commemorated at the Pony Express Plaza on the northeast corner of 2nd Street and I Street. This small plaza features a grassy area, seating, and shade trees, and is home to the Pony Express Statue, sculpted by Thomas Holland.

The General Plan proposes that the plaza retain its existing use, but be enhanced with more seating, picnic tables, and drinking fountains. Additionally, in coordination with the City and adjacent private property owners, signage and interpretive materials about the Pony Express Trail would highlight its route through Sacramento along J Street, ending at 2nd and J Streets and the B.F. Hastings Building. A display would show the original Pony Express route and its connection to local commerce and communication. Other period-appropriate transportation methods, such as stage coaches and wagons, could also be interpreted.

BIG FOUR BUILDINGS

BIG FOUR BUILDING

The Big Four Building fronts onto I Street and is connected on the second floor to the RHM. It is made up of three buildings that historically were combined into two spaces: the Huntington & Hopkins Hardware Store (two structures combined into one) and the Stanford Hall. The second floor was the headquarters of the Central Pacific Railroad. Once located at 52-58 K Street to the southeast, the original buildings were demolished in 1966 to make way for Interstate 5. Because of their historic significance and connection to the development of the transcontinental railroad, decorative façade and interior elements, along with bricks from the original structures were saved to reconstruct the buildings at their current location in 1975. It is listed as a National Historic Landmark by the National Park Service.

The Huntington & Hopkins Hardware Store, currently located on the first floor, has period-style hardware counters and shelving, plus exhibits, and offers house wares and goods reflective of a 19th century hardware store for sale. Also on the first floor is a space currently known as the Stanford Gallery, which once hosted changing exhibits and is currently used as an event and meeting space, with a volunteer lounge and offices plus restrooms at the back of the building. The CSRM library research and reading room are on the second floor, along with offices for CSRM and Capital District staff. The location of the library upstairs is problematic for disabled library patrons. Relocation should be considered to improve accessibility.

N. DINGLEY'S STEAM COFFEE AND SPICE MILL

The Dingley Spice Mill Building is the original Nathaniel Dingley Steam Coffee and Spice Mill, built in 1859, following the 1858 Sacramento fire that destroyed the first building. Dingley's operations were originally located across the street before it moved to its current location. It is one of two original historic buildings in OSSHP. The building now serves as a temporary ticket space for

special events and is used for office and storage space. The first floor could be developed as a period-style commercial space, such as a coffee and spice shop for the historic area, and offer a much-needed food service venue for visitors. The canopy that originally existed over the building's entrance could be reconstructed to provide shade and shelter for visitors.

HORSE-DRAWN STREETCAR DEMONSTRATION LINE

Horse-drawn streetcars were a common form of public transit during the mid- to late-19th century. The horse-drawn streetcar was gradually phased out in cities, after the invention of the first cable-powered and then electric-powered streetcars. Privately operated horse-drawn carriage service is already available in Old Sacramento. A period-style horse-drawn streetcar demonstration line is proposed, to be coordinated with the City of Sacramento and applicable agencies that would follow an L-shaped path in OSSHP, following the existing track, embedded on Front Street, next to the CPRR Passenger Station and along new rail track proposed along I Street, from Front Street to Commonwealth Alley. The horse-drawn streetcar, proposed as a demonstration line, on State Park property only, would travel on a designated, embedded track in the ground. The potential reconstruction of a historic stable on the Gold Rush and Commerce Block, fronting I Street, could be used to interpret horse-drawn conveyances and provide a facility for horses to be cared for during the day.

OSSHP would continue to celebrate historic methods of transportation in use in the Sacramento area during the interpretive period of the park. The Sacramento Southern Railroad excursion train (operated by the CSRM) and horse-drawn streetcar demonstration line through OSSHP would allow visitors the opportunity to experience historic railroad and early streetcar travel firsthand. Other transportation methods, such as the Pony Express, could be interpreted, with displays showing the original route of the Pony Express and its interpretive connection to local commerce and communication. Exhibition of historic horse-drawn vehicles, along with period harness and saddles in the Gold Rush and Commerce Zone would help visitors better understand and experience early motive power in Sacramento and the country.

RAILROAD HISTORY ZONE

The Railroad History Zone tells the story of the railroad, its history, innovation, role in transforming the region, and in providing connections between the Pacific Coast and the Atlantic Coast. This management zone includes artifacts, interpretive collections, and railroad equipment and facilities including the CPRR Freight Depot, CPRR Passenger Station, and RHM.

RAILROAD HISTORY COMPLEX

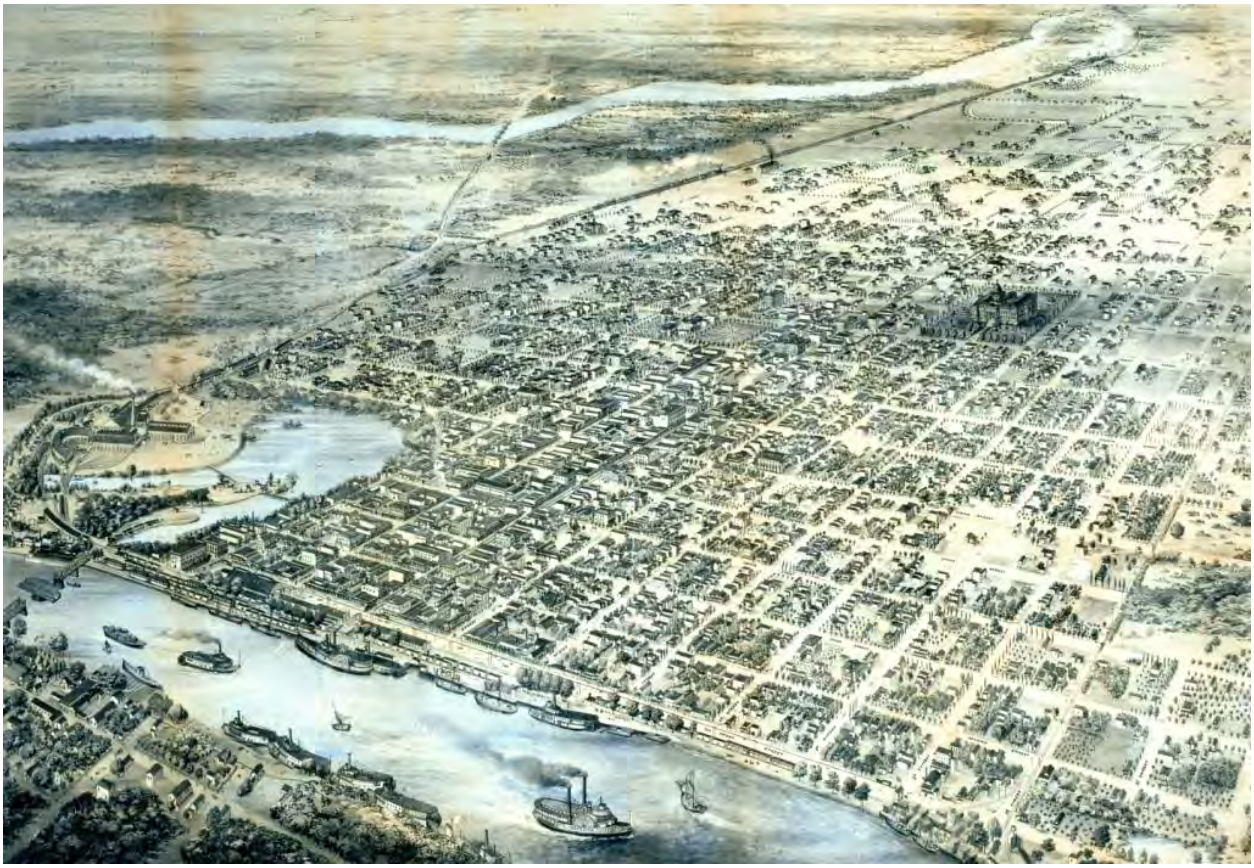
RAILROAD HISTORY MUSEUM

Located near 2nd and I Streets, the Railroad History Museum (RHM) is the premier railroad museum in the country and one of the top railroad museums in the world. The museum focuses on the political, social, and economic history of the railroad industry, including the development of the first transcontinental railroad. It displays restored railcars and engines that can be viewed and, in some cases, boarded by visitors (such as the dining car).

Visitors gain an understanding and appreciation of rail transportation, from railroad equipment, outdoor displays, museum exhibits, and access to restored vehicles. To better accommodate the large numbers of schoolchildren who visit this museum, a school and tour group entrance would be added to the east side of the building (2nd Street) to facilitate group entry to the building.

CENTRAL PACIFIC RAILROAD PASSENGER STATION

The Central Pacific Railroad Passenger Station (Passenger Station), located on Front Street near its intersection with J Street, is a reconstruction of the station's ca. 1876 appearance as the terminus of the first transcontinental railroad. The existing building represents the development of station construction and improvements that began in 1868 and included the addition of a refreshment stand in 1870, and relocated and expanded offices and baggage room in 1873. It served until 1879. Improvements to the Passenger Station would include an expanded boarding area for the excursion train line and a restaurant concession, a revitalization of the Silver Palace Restaurant that once operated on the site.



1870 depiction of Sacramento, view of the riverside commerce and railroad facilities (Koch 1870)

CENTRAL PACIFIC RAILROAD FREIGHT DEPOT

The Central Pacific Railroad Freight Depot (Freight Depot), located on Front Street between J Street and K Street, is a reconstruction of the original wood frame building, constructed in the mid-1860s. The structure served as the principal freight depot for goods carried by rail, river boat, and wagon until 1880. The Freight Depot includes interpretive exhibits and currently provides a covered boarding area for the excursion train. A portion of the existing depot currently includes the Old Sacramento Public Market, although contracts with its vendors are slated to end in 2012. The Freight Depot would be enhanced as a historically accurate reconstruction, removing the non-original public market additions. Passenger ticketing and boarding for the excursion train line would be moved from its current location at the Freight Depot to the Passenger Station. Additional interpretive exhibits describing the type of freight arriving and departing from the Freight Depot and the natural setting and history of the Sacramento–San Joaquin Delta (Delta) along the excursion train's routes would be added.

RAILROAD TECHNOLOGY AND SHOPS ZONE

The Railroad Technology and Shops Zone tells the story of the railroad, from the perspective of the engineers and artisans that restore and repair the historic locomotives and passenger cars and through interactive exhibits that explain the science, engineering, and innovation in railroad technology. This area includes artifacts, interpretive collections, and railroad equipment and facilities, including the proposed RTM (Boiler Shop, Erecting Shop, turntable, transfer table, and firing line) on the Railyards property.

RAILROAD TECHNOLOGY COMPLEX

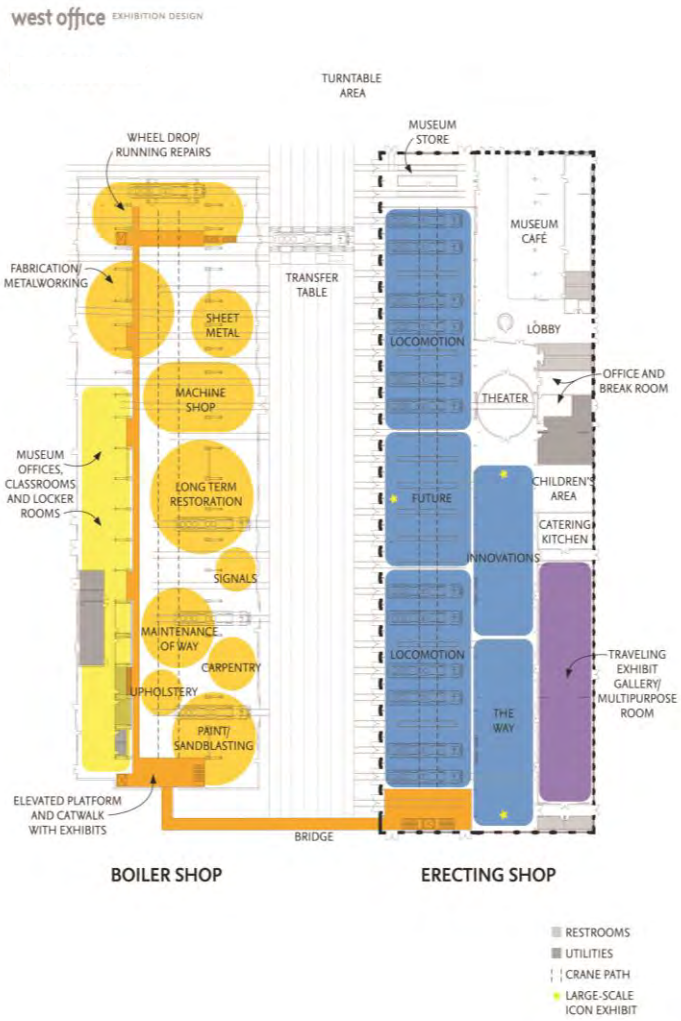
RAILROAD TECHNOLOGY MUSEUM

The RTM would be a new facility utilizing two of the existing historic buildings in the former Southern Pacific Railroad Sacramento Shops, the Boiler Shop and Erecting Shop, located in the Central Shops Historic District, northeast of the current RHM building. Both shop buildings combined occupy an area of approximately 152,000 square feet and are to be rehabilitated according to the Secretary of the Interior's Standards for the Treatment of Historic Properties. The RTM would expand the museum space and interpretive opportunities of CSRM to include a science, technology, and history component.

The Boiler Shop and associated features that include the railroad's firing line, turntable, and transfer table, are currently used for maintenance of CSRM's collection of both operating and static locomotives, coaches and freight cars. The Boiler Shop is proposed to be rehabilitated as a working museum where the public can watch and interact with craftsman and artisans as they restore rail cars, rolling stock, and other historic equipment, owned by State Parks. The Erecting Shop would be renovated to house formal museum galleries showcasing railroad engineering and the technological developments and innovations of the railroad industry (see Exhibit 4-3 for a schematic design and program of the RTM).

A combination of interactive exhibits, working demonstrations, expansion of the railroad theme to encompass science and engineering, combined with the site's historic location will offer the public a multi-dimensional view of railroad history and technology. A contemporary approach to interpretation based on themes and the exploration of science, engineering, and contemporary issues will create unique visitor experiences and attract a broad audience to the museum.

Exhibit 4-3: Schematic Design for RTM



EXCURSION RAILROAD ZONE

The Sacramento Southern Railroad area includes over 12-miles of railroad right-of-way (mostly owned by State Parks); trains, railcars, tracks, other railroad equipment; and existing and future stops or station facilities, associated with the excursion train operations.

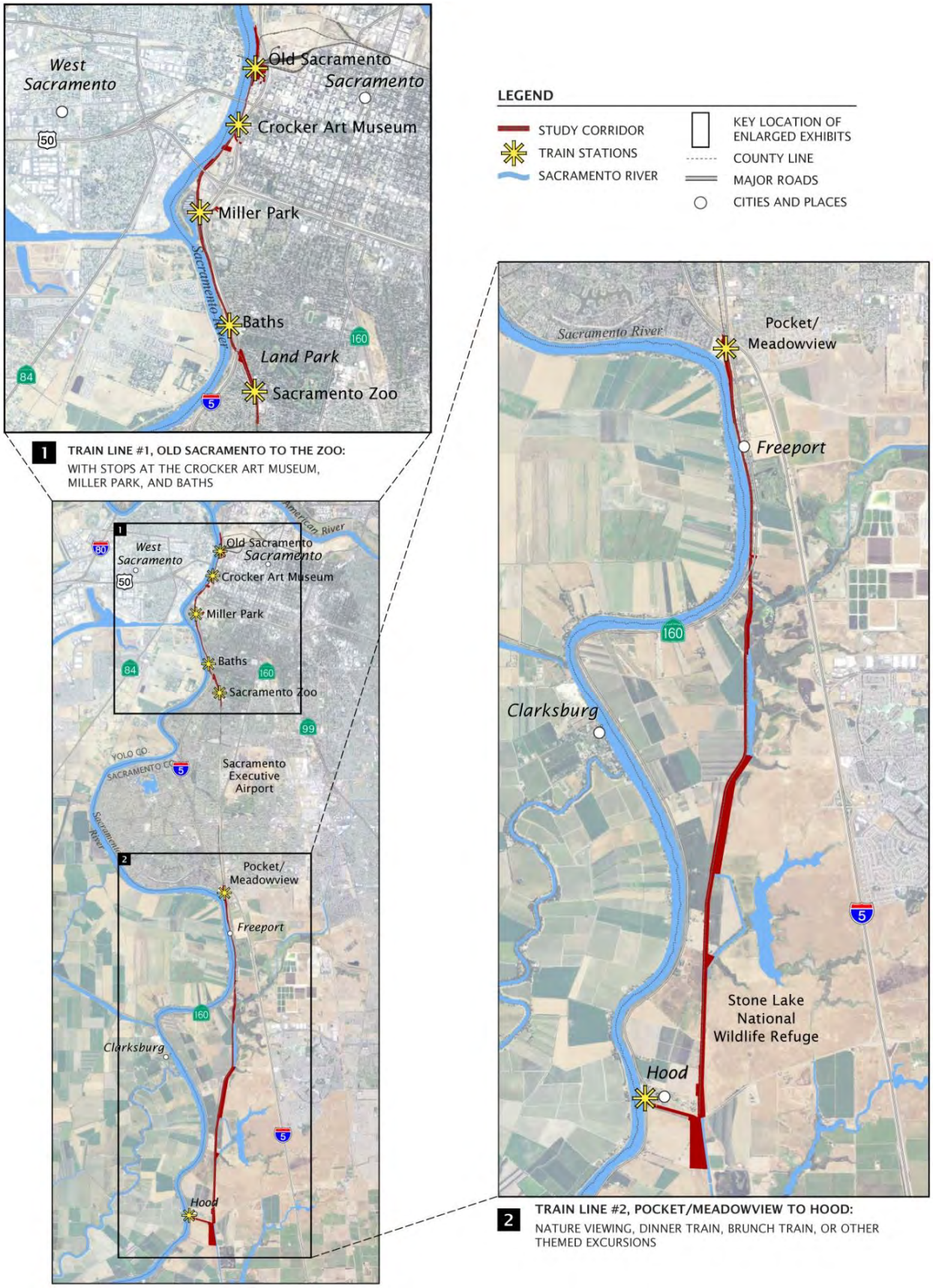
EXCURSION TRAIN

The excursion train currently runs on the historic right-of-way of the Sacramento Southern Railroad from Old Sacramento south to the historic Riverside Baths area on the Sacramento River levee. This railroad line is owned and operated by State Parks as an interpretive program of CSRM. Excursion trains operate throughout the year, offering a variety of services and programs. Tickets are purchased at the Freight Depot, where passengers currently board. The train makes a 6-mile-round trip along the Sacramento River levee (see Section 2.2.1).

State Parks proposes an expansion of the excursion train line to two route segments (shown in Exhibit 4-4). Both segments would operate seasonally on a schedule similar to that currently used for the excursion train on weekends in the spring, summer, and fall. Occasional special events are also included.

Train Line #1 would utilize the existing excursion train route, from Old Sacramento (with passenger boarding and ticket offices moved to the Passenger Station) to the site of the former Riverside Baths near Land Park and further extend this ride an additional one-half mile south to the Sacramento Zoo, with proposed additional stops at the Crocker Art Museum, Miller Park, and

Exhibit 4-4: Proposed Excursion Train Routes



the Baths. No new tracks would be needed for the operation of this route. Specific details regarding passenger boarding and access at the Zoo would be determined in close coordination with staff from the City and the Zoo. A small ADA accessible facility to enable passengers to board and disembark from the train would need to be constructed at the Zoo. Only round trip tickets originating in and returning to Old Sacramento would be offered. This train line could potentially offer a riverboat interface on the riverfront in OSSHP.

Current train service from Old Sacramento to Baths operates on approximately 53 days annually, with a total of 534 round trips (in 2010) and a total of 1,068 train movements. Proposed service to the Zoo would result in an additional 4 trains a day on those 53 days the excursion train operates, for a total additional 212 round trips annually. Current average train ridership was 159 passengers (in 2010) for a total of approximately 85,000 passengers; this would increase by approximately 33,700 passengers per year (assuming an average of 159 passengers on each train).

Train Line #2 would run between a new station (exact location to be determined) in the Pocket/Meadowview neighborhood and the town of Hood on the Sacramento River, with trains originating at the Pocket/Meadowview neighborhood. Train Line #2 would host wildlife viewing and other themed excursions, with food service opportunities including brunch or dinner. Train Line #2 could be timed to offer river boat interface, with potential service at Freeport and/or Hood.

Train Line #2 would operate on the same 53 days that Train Line #1 operates and would consist of up to 3 trains a day for a total of 159 round trips annually. An estimated annual ridership of 25,281 passengers (assuming an average of 159 passengers on each train) is anticipated. Development of Train Line #2 would require installation and upgrades to tracks for the excursion train operation and the transport of equipment, the construction of a maintenance yard, or other options to be determined, as service facilities do not yet exist for this excursion train line.

POTENTIAL BIKE CONNECTIVITY FROM THE EXCURSION TRAIN RIGHT-OF-WAY

The Sacramento River Parkway Multi-use Trail currently follows the SSRR from the Sacramento Riverfront Promenade at Capitol Mall to an area south of Baths, where the multi-use trail continues south along the river, while the SSRR diverges and crosses I-5 into the Land Park neighborhood. An existing rail spur near Miller Park connects the SSRR to the planned redevelopment of an industrial site, bound by Broadway and 5th Street, which has the potential to provide pedestrian and bicycle access to the Sacramento River from North Land Park. This current rail alignment has serviced the Setzer property, a parcel used for many years as a wood processing facility. With plans to convert the industrial uses on the site to the Northwest Land Park mixed-use development, a trail link would provide community access to the river, Old Sacramento, and the Downtown, via a Class I bike path connecting to the existing rail-trail that parallels the SSRR. Future discussions with the City of Sacramento regarding ownership, improvements, and management of this important linkage will be needed when rail service is no longer required by the property owner.

4.4 PARKWIDE AND MANAGEMENT ZONES GOALS AND GUIDELINES

Goals and guidelines address issues, needs, and opportunities for park improvements, as well as, give direction for management zones in the park to achieve their individual long-term visions. Goals establish the purpose and define desired future conditions, while guidelines provide the means or course State Parks will follow to achieve the goals.

Goals and guidelines in the following sections are organized by major topic areas, including Visitor Experience and Opportunities, Natural Resource Management, Cultural Resource Management, Interpretation and Education, Park Operations, and Circulation, Access, and Parking. The goals and guidelines are further organized by section headings that identify goals and guidelines applicable parkwide, and goals and guidelines applicable to the specific management zones of the park. Several goals and guidelines include possible activities, facilities, or influencing non-State Park properties that require consultation and coordination with other entities and adjacent or affected property owners before implementing.

4.4.1 VISITOR EXPERIENCE AND FACILITIES

Visitor Experience (EXP)

Parkwide Goals and Guidelines

Goal EXP-1

Provide a variety of activities and programs that target a broad audience and diverse community interests.

- **Guideline EXP-1:** Develop activities and programs at OSSHP that are interactive, educational, and accessible to visitors of all ages.
- **Guideline EXP-2:** Vary programs throughout the year to keep visitors coming back to the park.

Goal EXP-2

Enhance visitor information services with clear directional and interpretive signage and self-guided tour programs.

- **Guideline EXP-3:** Coordinate with the City of Sacramento, surrounding property owners, and other agencies (where applicable) to improve and provide district and park gateway signs, visitor kiosks, parking signage, and directional signage to enhance visitor information and orientation to OSSHP, Old Sacramento, and the Central Shops Historic District.
- **Guideline EXP-4:** Coordinate with the City of Sacramento and others to plan and develop a coordinated interpretive signage system for identifying key historic sites, buildings, landmarks, and landscapes, using interpretive devices, such as historic markers, plaques, signage, or other devices, designed to be compatible with the historic character of Old Sacramento and the Central Shops.
- **Guideline EXP-5:** Coordinate with the City of Sacramento, HOSF, and others to provide visitor information, such as maps and recommended itineraries at clearly marked visitor kiosks. In coordination with the City, HOSF, and others, self-guided tours may consist of a printed map enhanced by audio

Visitor Experience (EXP)
programs or other communication forms, accessible via personal cell phones or other devices. **Goal EXP-3** ***Promote Old Sacramento and the Central Shops as visitor gateways to the city and region.*** ▶ **Guideline EXP-6:** Package the experience in Old Sacramento with other historic or local attractions that are accessible from Old Sacramento, including the Sacramento Zoo, the Crocker Art Museum, the Powerhouse Science Center, and the California Indian Heritage Center to provide full-day recreation. Promote joint ticket sales, package combinations, or a visitor pass that provides discounts to several local museums and attractions. ▶ **Guideline EXP-7:** Provide opportunities for thematic or historic tours in connection with the resources provided in Old Sacramento, the Central Shops Historic District, and other State Park facilities in the City. ▶ **Guideline EXP-8:** Disperse visitor information with additional visitor information hubs and ticketing opportunities at the planned Visitor Center, Railroad History Museum, Railroad Technology Museum, and Sacramento Delta and River Museum.
Goals and Guidelines for the Riverfront Zone **River Goal EXP-1** ***Provide more interactive experiences along the riverfront to reconnect visitors to the importance of the river to Sacramento's history and development.*** ▶ **River Guideline EXP-1:** Coordinate and collaborate with the City of Sacramento, California State Lands Commission, private boat operators in Old Sacramento, and others on visitor activities and attractions along the river, such as guided boat tours, water taxi service, and interpretation of the embarcadero and sunken historic ships.
Goals and Guidelines for the Gold Rush and Commerce Zone **Commerce Goal EXP-1** ***Provide more interactive experiences in OSSHP to bring Sacramento history into the public realm and create a memorable visit to Old Sacramento.*** ▶ **Commerce Guideline EXP-1:** Involve and engage the drama departments of local universities and schools in the living history activities of the park. ▶ **Commerce Guideline EXP-2:** Display and demonstrate transportation technologies in OSSHP that reflect historic transportation modes in the 19th century, including ships and boats, horse-drawn carriages, horse-drawn streetcars, trains, freight wagons, stage coaches, and water ferries.

Visitor Experience (EXP)

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal EXP-1

Enhance the experience of traveling by rail.

- **Rail Guideline EXP-1:** Expand on railroad-themed events and programs, such as Railfairs, the Polar Express, the Interpretive Handcar Program, and special events and activities associated with the Railroad History Museum.
- **Rail Guideline EXP-2:** Expand the excursion train experience in Old Sacramento to the Sacramento Zoo and develop a second themed excursion ride program from Pocket/Meadowview to Hood that allows for nature viewing and themed interpretation of the environment of the Sacramento River Delta and its history.
- **Rail Guideline EXP-3:** Provide interactive exhibits, guided tours, and behind-the-scenes demonstrations of railroad restoration, operation, and maintenance as part of the visitor experience to the new Railroad Technology Museum.
- **Rail Guideline EXP-4**: Explore the possibility of providing joint riverboat and excursion train trips, with ticketing for this experience provided at the Central Pacific Railroad Passenger Station and/or other appropriate locations.

Visitor Facilities (FAC)

Parkwide Goals and Guidelines

Goal FAC-1:

Coordinate with other jurisdictions and agencies, as appropriate, to ensure the appropriate provision of visitor services and amenities in Old Sacramento.

- **Guideline FAC-1:** Coordinate wayfinding signage with the City of Sacramento and other relevant jurisdictions and agencies to promote a comprehensive wayfinding approach for public facilities in Old Sacramento, the Central Shops Historic District, and along the waterfront.
- **Guideline FAC-2:** Coordinate with the City of Sacramento (which administers the portions of Old Sacramento outside State Parks' and private property owners' jurisdiction) and the developers of the Railyards to ensure the adequate provision of public amenities (restrooms, water fountains, shade, seating, and etc.) throughout Old Sacramento and the Central Shops Historic District.

Goal FAC-2:

Design, construct, and maintain facilities that are comfortable, adequate, and accessible and enhance visitor enjoyment of OSSHP and associated management zones.

Visitor Facilities (FAC)

Visitor Information and Signage

- **Guideline FAC-3:** Locate gateways at major centers or entries into OSSHP. Specific site locations to be coordinated with the City and property owners in Old Sacramento and the Central Shops Historic District.
- **Guideline FAC-4:** Coordinate with the City of Sacramento and applicable property owners and agencies to provide wayfinding signage to destinations within OSSHP, Old Sacramento, and outside Old Sacramento (e.g., the Railyards, the Sacramento River Parkway Multi-Use Trail, Crocker Art Museum, the California Indian Heritage Center, and the Powerhouse Science Center).
- **Guideline FAC-5:** Coordinate with the City to plan, develop, and locate informational signage and kiosks at high traffic pedestrian areas where visitors may easily access information about OSSHP and Old Sacramento. Specific site locations shall be identified in coordination with the City and Old Sacramento business community.
- **Guideline FAC-6:** Coordinate with HOSF to provide visitors with information that enable them to access available activities and events and take self-guided tours through OSSHP and Old Sacramento using maps, personal cell phones, or other communication technology.

Visitor Amenities

- **Guideline FAC-7:** Provide shade structures and trees in OSSHP to promote visitor comfort during hot-weather periods.
    - Shade structures must be designed for consistency with the historical architecture and setting of the period being interpreted at each location.
    - Shade trees are encouraged for certain open space areas, such as the Pony Express plaza, but not suitable as street trees where these were not found historically or where covered boardwalks are the predominant street frontage.
- **Guideline FAC-8:** Install drinking fountains near restrooms and at important gathering areas throughout the parks.
- **Guideline FAC-9:** Coordinate with the City, other agencies, and/or private property owners to provide seating, where appropriate, in park and open space areas and public facilities in OSSHP, including courtyard or plaza spaces and riverfront areas where views of the Sacramento River are available. The location of seating should be coordinated with the location of shade structures and shade trees.
- **Guideline FAC-10:** Ensure adequate public amenities (restrooms, drinking fountains, seating, shade, and etc.) are provided at excursion train boarding and waiting areas. Design excursion train support structures to be visually compatible with the areas surrounding their location.
- **Guideline FAC-11:** Expand available picnic facilities to provide for group picnic areas, particularly for school and tour groups.
- **Guideline FAC-12:** Ensure that exterior lights are placed to minimize glare, obtrusive light, light trespass, and upward directed wasted light. Sodium vapor lighting shall not be allowed in OSSHP or on excursion train facilities.
- **Guideline FAC-13:** Explore the development of a new Visitor Center to provide information about local

Visitor Facilities (FAC)

attractions and connect visitors to other historic sites and/or attractions in the region and state.

Accessibility

- **Guideline FAC-14:** Design all visitor facilities for consistency with the *California State Parks Accessibility Guidelines*, 2009 Edition, or the latest edition thereafter.

Goals and Guidelines for the Riverfront Zone

River Goal FAC-1

Expand interpretation, education, and recreational opportunities and facilities on the Sacramento River.

- **River Guideline FAC-1:** Develop the Riverfront Zone along the banks of Riverfront Park, between I Street and J Street, maximizing opportunities to portray the history and activities on the working docks or embarcadero in Old Sacramento, the riverboats that moored on the river, the native riparian vegetation found on the river, and the story of Sacramento's struggle against nature to control the recurring threat of floods. Provide guided tours or demonstrations and interpretive signage to describe these activities.
    - **River Guideline FAC-1a:** Construct a new dock along Riverfront Park to accommodate watercraft from the 19th and 20th centuries and appropriate artifacts, changing scenes, and activities from the long history of the river embarcadero, such as its use for the shipping and unloading of cargo associated with the construction of early railroads and the movement of consumer goods and agricultural freight.
    - **River Guideline FAC-1b:** Interpret the historic ferry landing on the dock at the foot of I Street and investigate the possibility of operating a water taxi concession at or near this location.
    - **River Guideline FAC-1c:** Set aside a portion of the dock for private watercraft day-use and access to Old Sacramento. Hours of use will be limited for short-term mooring to avoid use of the dock by Downtown commuters.
    - **River Guideline FAC-1d:** Improve Riverfront Park for passive recreational activities, including seating, picnicking, and interpretive signage.
    - **River Guideline FAC-1e:** Interpret the historic grade, flood elevations, and the story of floods in Old Sacramento at Riverfront Park, including the 1914 flood wall.
- **River Guideline FAC-2:** Coordinate with the City and other agencies to interpret and light the *LaGrange* from below the water surface to allow visitors to view this sunken Gold Rush-era ship at the foot of J Street.
- **River Guideline FAC-3:** In an initial phase, provide interpretive displays at the restored Central Pacific Railroad Freight Depot to interpret the Sacramento River Delta; and in a later phase, establish a River Museum to interpret the history and environmental conditions of the Sacramento River and the Delta.
- **River Guideline FAC-4:** Work with the City and other agencies to improve recreational trails along the Sacramento River, including widening, resurfacing, regrading, and realigning trails, as needed on State Parks-owned property between the I Street Bridge and J Street.

Visitor Facilities (FAC)

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal FAC-1

Develop visitor opportunities and facilities associated with the development of commerce and communication in Sacramento.

- **Commerce Guideline FAC-1:** Develop a Gold Rush and Commerce Block on the half-block area occupying Front Street, between I Street and J Street, as "layers of history" that includes a Gold Rush History and Archaeology Underground Experience to interpret the scenes and activities of the Gold Rush at the city's historic grade and includes a reconstructed commercial block at street grade, with one and two-story 1860s and 1870s commercial buildings, demonstrating the changes to the landscape as a result of raising the city's streets.
- **Commerce Guideline FAC-2:** Develop the Gold Rush History and Archaeology Underground as a museum experience at the basement level of the Gold Rush and Commerce Block through careful and well documented excavation (in accordance to the Cultural Resource Guidelines in Section 4.4.3)
    - **Commerce Guideline FAC-2a:** Interpret and display excavated or found Gold-Rush era archaeological artifacts from the Historic Scene, such as artifacts from the New England Seed Store (Warren & Co.), the Cothrin Building (destroyed by the November 1852 fire), and historic collections from other sites in Old Sacramento.
    - **Commerce Guideline FAC-2b:** Provide visitors with views of the brick buttresses and walls that were used to support and raise the streets in Old Sacramento.
    - **Commerce Guideline FAC-2c:** When possible, allow visitors tours or a behind-the-scenes view of archaeological investigations in progress on the Gold Rush and Commerce Block.
    - **Commerce Guideline FAC-2d:** Coordinate with the Historic Old Sacramento Foundation's Underground Tour program to provide docent-led tours and visitor information on the Gold Rush History and Archaeology Underground experience.
- **Commerce Guideline FAC-3:** Reconstruct significant commercial buildings of the 1860s-1870s commercial scene along Front, I, and J Streets at present street grade on the Gold Rush and Commerce Block, telling the story of the city's street raising, its citizens, and the commercial activity during that period (in accordance to the Cultural Resource Guidelines in Section 4.4.3).
    - **Commerce Guideline FAC-3a:** Incorporate these buildings into the overall interpretation of OSSHP and Old Sacramento, retelling noteworthy stories about the people, historic uses, events, and/or technological changes that occurred.
    - **Commerce Guideline FAC-3b:** Ensure that commercial activities, represented at street grade on the Gold Rush and Commerce Block, are authentic and historically accurate for the interpretive period. Allow for a variety of public and private commercial uses in reconstructed buildings on the Historic Scene that are compatible with the historic uses of the site, but emphasize original use if possible. Such uses may include, but should not be limited to, a French restaurant, horse stable, and period-style boutique hotel concession, a boarding house, a blacksmith shop, saloons, restaurants, a seed store, a bootmaker, a tinware store, and livery stables, among others.

Visitor Facilities (FAC)
○ **Commerce Guideline FAC-3c:** Allow the re-creation of interior scenes within reconstructed buildings to provide a glimpse of life in the period of the building's original use. ○ **Commerce Guideline FAC-3d:** Include a multi-use building on the Gold Rush and Commerce Block, with space for events, exhibitions, and meetings on the first floor and State Parks offices on the second floor (relocated from the B.F. Hastings Building, Tehama Building, and Big Four Buildings). Any new building and/or facade will be designed in a manner compliant with the Secretary of the Interior's Standards for the Treatment of Historic Properties. ○ **Commerce Guideline FAC-3e:** Design and construct a flexible open space area on the Gold Rush and Commerce Block with opportunities for special events, including historic reenactments (e.g., Chautauqua), concerts, plays, festivals, and performances within the open and enclosed spaces of the block; gathering areas for large groups and for regular events in Old Sacramento; and seating and modern infrastructure improvements to support these activities within the historic setting and resources of the area. ▶ **Commerce Guideline FAC-4:** Consider use of the Big Four Building in a future Interpretive Master Plan to house components related to the development of the Transcontinental Railroad, commerce, and communication and as a valuable interpretive link of the activities and events that occurred between the Gold Rush and the development of the Transcontinental Railroad. ○ **Commerce Guideline FAC-4a:** Use the Huntington & Hopkins Hardware Store for telling the "railroad merchant's story," as an outgrowth of the Gold Rush and also as a critical business that was essential to the success of the Central Pacific and Southern Pacific Railroads. ○ **Commerce Guideline FAC-4b:** Explore the future use and interpretation of the Stanford Gallery for interpreting its former historic commercial uses and/or opportunities to interpret the significance of the Big Four Buildings. ○ **Commerce Guideline FAC-5c**: Interpret the headquarters and offices of the Big Four on the second story level of the Big Four Buildings. ▶ **Commerce Guideline FAC-5:** Develop an interpretive concession at the Dingley Spice Mill Building, a historic building that remains in its original location. ▶ **Commerce Guideline FAC-6:** Improve the appearance and comfort of Pony Express plaza with landscaping, paving, and seating in a manner that ensures that these improvements do not adversely affect historic features. ▶ **Commerce Guideline FAC-7:** Operate the second floor of the B.F. Hastings Building as a museum, representing the historic chambers of the California Supreme Court. ▶ **Commerce Guideline FAC-8:** Coordinate with the City of Sacramento and other partners in Old Sacramento on opportunities to demarcate the path of the Pony Express Trail through Old Sacramento with interpretive signage, historical markers, or special paving. **Commerce Goal FAC-3** ***Maintain or set an example for historic preservation best practices that improve the historic integrity of Old Sacramento.*** ▶ **Commerce Guideline FAC-9:** In coordination with State Parks' cultural resources staff, other qualified cultural resource consultants, and experienced stakeholders, establish academic and

Visitor Facilities (FAC)
scholarly partnerships with the history and archaeology departments of nearby universities and enable volunteers to assist in conducting professionally supervised historical research and archaeological fieldwork and site monitoring for the development of the Gold Rush and Commerce Block, under the direction of a qualified archaeologist (see Guideline CR-13).
Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone **Rail Goal FAC-1** ***Provide visitors with opportunities to see and experience the pioneering invention of trains as a form of 19th century transportation in the United States.*** ▶ **Rail Guideline FAC-1:** Relocate the boarding area for excursion train operations from the Central Pacific Railroad Freight Depot to the Central Pacific Railroad Passenger Station for regular excursion train operations; retain use of the Freight Depot for special event boarding purposes. ▶ **Rail Guideline FAC-2:** Recreate the appearance of the Central Pacific Railroad Passenger Station in 1873 by adding train display tracks extending south from the Passenger Station, between Front Street and the Central Pacific Railroad Freight Depot. ▶ **Rail Guideline FAC-3:** Return the Central Pacific Railroad Freight Depot to an open column and canopy structure, consistent with the 1860s-1870s period of interpretation of this historic reconstruction. Add interpretive displays describing the type of freight that arrived and departed from the Freight Depot and the natural setting and history of the Sacramento-San Joaquin Delta along the excursion train route. ▶ **Rail Guideline FAC-4:** Improve the facilities of the Railroad History Museum. ○ **Rail Guideline FAC-4a:** Develop a tour and school group entrance at the northeast corner of the museum, with a visitor kiosk area to the east side of the museum on 2nd Street. ○ **Rail Guideline FAC-4b:** Relocate the maintenance yard away from the view of visitors. ▶ **Rail Guideline FAC-5:** Expand the facilities of the existing Railroad History Museum in Old Sacramento by developing the Railroad Technology Museum as part of the redevelopment of the Downtown Sacramento Railyards. Rehabilitate the Boiler Shop and Erecting Shop and associated structures in the Central Shops Historic District to develop the facilities of the museum. ○ **Rail Guideline FAC-5a:** Develop the Erecting Shop as a railroad-based science and engineering museum that engages a broad audience, allows visitors to explore on their own, and showcases the technology and innovation behind locomotive propulsion and braking, freight and passenger cars, civil engineering, materials testing, safety improvements, and the latest developments in railroad technology, including high-speed rail. ○ **Rail Guideline FAC-5b:** Expand exhibition and display opportunities for State Parks' railroad collections. ○ **Rail Guideline FAC-5c:** Develop a working railroad shop facility in the Boiler Shop, in which visitors can view demonstrations, ongoing maintenance of locomotives and railroad cars, and restoration projects while participating in self-guided and guided tours of the facility.

Visitor Facilities (FAC)
▶ **Rail Guideline FAC-6:** Identify a parking area for the excursion train(s) that does not impinge on the levee or axial views to the riverfront from I Street and J Street. ▶ **Rail Guideline FAC-7:** Expand and improve the excursion train experience in Old Sacramento and initiate a new excursion service between the Pocket/Meadowview area and Hood. ○ **Rail Guideline FAC-7a:** Extend current excursion train service from Old Sacramento to the Sacramento Zoo, with additional stops at the Crocker Art Museum, the historic Baths area, Miller Park, and the Sacramento Zoo; roundtrips will originate in Old Sacramento only. ○ **Rail Guideline FAC-7b:** Develop a new seasonal excursion train line from Freeport to Hood as a longer, 1.5- to 2-hour excursion trip, with interpretation of the Sacramento Delta or other themes and brunch or dinner food service. ▶ **Rail Guideline FAC-8:** Identify access points along the excursion train routes where maintenance equipment can reach the area and emergency vehicles can provide service to the facility and visitors. ▶ **Rail Guideline FAC-9:** Identify, acquire and develop a new boarding station in the Pocket/Meadowview area for the new excursion train to Hood. ▶ **Rail Guideline FAC-10:** Coordinate with local jurisdictions, such as the City of Sacramento in the Pocket/Meadowview area to provide law enforcement patrol of parking and ticketing areas for the excursion train. Consider arranging the services of a private security firm if City law enforcement is unavailable. ▶ **Rail Guideline FAC-11:** Coordinate with the City of Sacramento and Railyards' developer on the design and development of a cohesive plaza space around the Central Shops.

4.4.2 NATURAL RESOURCE MANAGEMENT

Natural Resources (NR)
Parkwide Goals and Guidelines **GOAL NR-1** ***Protect, maintain, and restore the natural diversity of habitats and associated sensitive natural resources including special-status species and sensitive natural communities in the parks for their perpetuation and enhancement in accordance with state and federal law.*** ▶ **Guideline NR-1:** Prior to implementing projects that may affect special-status species known to or with potential to occur in the planning area, coordinate with the appropriate regulatory agencies (based on the listed status of the species in question) regarding the potential need for site specific surveys, protective measures during construction, or if impacts cannot be avoided, the need to obtain an incidental take permit. Conduct surveys as necessary; avoid any special-status species during construction; develop protective measures, if applicable; obtain any needed permits prior to project implementation; and abide by all permit conditions.

Natural Resources (NR)

- **Guideline NR-2:** Conduct protocol-level preconstruction surveys to determine the locations of raptor nests within 250 feet of 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; coordinate with DFG on potential variances of buffers or shortening of the avoidance period, if necessary.
- **Guideline NR-3:** For specific activities that will affect the bank of the Sacramento River or other important aquatic habitat in the planning area, 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.
- **Guideline NR-4:** Monitor, protect, and restore sensitive natural communities present in the planning area, including riparian woodland and forest, wetlands, and elderberry shrubs.
- **Guideline NR-5:** Avoid or minimize removal of native vegetation to the greatest extent possible.
    - **Guideline NR-5a:** Strive to enhance the riparian habitat in OSSHP as part of planned site improvements.
    - **Guideline NR-5b:** Use native riparian vegetation to improve the Sacramento River shoreline at Riverfront Park, when necessary or appropriate for interpretive functions or to enhance the visitor experience.
    - **Guideline NR-5c:** Avoid removal of native trees and shrubs along the railroad-right-of way as part of implementation of the excursion trains.
- **Guideline NR-6:** Restore degraded areas along the bank of the Sacramento River in OSSHP that are characterized by invasive weeds, ruderal vegetation, and rubble to native vegetation communities to the greatest extent feasible.
- **Guideline NR-7:** Manage non-native invasive species in the planning area to prevent their establishment and spread. Prioritize management efforts for those species that are most invasive, ecologically detrimental, and/or conspicuous. Continue vegetation treatment along the railroad right-of-way.
- **Guideline NR-8:** 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 (i.e. the Sacramento River, wetlands within the Stone Lakes Wildlife Refuge), coordinate with the USACE regarding the potential need to obtain a permit pursuant to section 404 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 U.S. shall be mitigated on-site whenever possible.
- **Guideline NR-9:** 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.

Natural Resources (NR)

Goals and Guidelines for the Riverfront Zone

River Goal NR-1

Manage the river/riverfront and floodplain in OSSHP for the protection of natural resources in accordance with local, state and federal requirements for resource protection, permit requirements, and flood safety.

- **River Guideline NR-1:** Prior to construction of any facility on the river, coordinate with the Department of Water Resources (DWR) and Central Valley Flood Control Board (CVFCB) to determine whether an encroachment permit and other permits may be necessary; obtain permits as required; and abide by all permit conditions.
- **River Guideline NR-2:** Prior to altering the riverbed of the Sacramento River (such as for boat dock construction) or enhancements of the waterfront (such as for restoration activities), or the riparian forest in the floodplain, coordinate with the California Department of Fish and Game (DFG) regarding the need for a 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.
- **River Guideline NR-3:** Avoid adverse impacts to sensitive aquatic species during the implementation of any work that would result in streambed alteration, work on the bank of the Sacramento River, 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.
- **River Guideline NR-4:** Prior to construction of any improvements or facilities on the riverfront in OSSHP coordinate with the California State Land Commission (CSLC) to determine whether these lands are within the boundaries of sovereign land managed by the CSLC, and if necessary obtain a lease from the CSLC for use of those lands in accordance with CSLC regulations.
- **River Guideline NR-5:** Look for opportunities for "themed" areas along the riverfront in OSSHP that can tell the story of native riparian vegetation, the flood cycles that once dominated the settlement of the area, and the importance of the river as a highway in the 19th century.

Water Quality (Water)

Parkwide Goals and Guidelines

Stormwater Runoff Management

GOAL WATER-1

Treat stormwater runoff on-site to prevent adverse effects to water quality from installation of park facilities.

- **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 historically-appropriate design features that provide for natural filtration of stormwater runoff wherever possible. Vegetated swales and on-site retention of stormwater runoff may be used to prevent stormwater runoff from the site from entering the Sacramento River.
- **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 conditions.
- **Guideline WATER-4:** The use of fertilizer and pesticides shall be minimized to avoid transport by stormwater or irrigation runoff.

Air Quality (AQ)

Parkwide Goals and Guidelines

Management goals and guidelines for air quality within OSSHP focus on mobile source and fugitive dust emissions, particularly emissions associated with construction activities and operation of steam locomotives for the excursion trains.

Goal AQ -1

Manage fugitive dust emissions associated with construction.

- **Guideline AQ-1:** Water all active construction areas, including haul roads, 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 two feet of freeboard.
- **Guideline AQ-3:** Cover all trucks hauling dirt, sand, or loose materials.
- **Guideline AQ-4:** Cover, enclose, and/or water inactive storage piles.
- **Guideline AQ-5:** Sweep streets if visible soil material is carried out from the construction site onto paved streets.

Goal AQ -2

Manage the emissions generated by construction equipment and the operation of diesel locomotives.

- **Guideline AQ-6:** Where feasible, use alternate fuels and emission controls to further reduce NO_X and PM_{10} 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 set).
- **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.

Air Quality (AQ)
▶ **Guideline AQ-10:** Limit the daily 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. Exhaust emissions shall not exceed 40 percent opacity for more than three minutes in any one hour.

4.4.3 CULTURAL RESOURCE MANAGEMENT

Cultural Resources (CR)
Parkwide Goals and Guidelines **Goal CR-1** ***Identify, document, protect, stabilize, and preserve significant cultural resources.*** ▶ **Guideline CR-1:** California State Parks will prepare a Historic Properties Management Plan/Historic Properties Treatment Plan (HPMP/HPTP) that will guide implementation of all Cultural Resources Guidelines contained in this document. The California State Historic Preservation Officer (SHPO) and State Parks Preservation Officer will be consulted concerning the content of the HPMP/HPTP. The HPMP/HPTP will specify that individual proposed projects in OSSHP will be subject to individual review and consultation with SHPO to ensure consistency with the Secretary of the Interior's Guidelines for the Treatment of Historic Properties and the Guidelines for the Treatment of Cultural Landscapes. The review and consultation procedures for individual projects will be described in the HPMP/HPTP. ▶ **Guideline CR-2:** For projects that California State Parks determines have the potential to effect cultural resources but which will be reviewed prior to completion of the HPMP/HPTP, California State Parks will conduct a cultural resources inventory, evaluation, assessment of effects and will consult with SHPO. ▶ **Guideline CR-3:** California State Parks will follow standard operating procedures and directives for cultural resources management practices and incorporate the latest professional practices in the operations of OSSHP. ▶ **Guideline CR-4:** Require a State Parks architectural historian (State Parks Historian II/III) or designated consulting architectural historian who meets the Secretary of the Interior's Qualifications Standards to review all design development for park improvements within OSSHP to ensure consistency with the Secretary of the Interior's Guidelines for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes. The architectural historian will also establish procedures for planning of new facilities to avoid or reduce potential adverse effects to historic resources in the park and any surrounding historic districts or resources.

Cultural Resources (CR)

- **Guideline CR-5:** Require a State Parks state archaeologist or designated consulting archaeologist who meets the Secretary of the Interior's Qualifications Standards to monitor all excavation for park improvements and development of facilities using methods and procedures to be developed in the HPMP/HPTP.
- **Guideline CR-6:** Conduct cyclical monitoring/condition assessments on known historical resources (includes both archaeological and historic built environment). Such stewardship will include updating recordation documentation, site condition assessments, and treatment recommendations.
- **Guideline CR-7:** Ensure that all potentially eligible and listed historic and prehistoric properties or sites are identified and are managed in accordance with the HPMP and in accordance with the Secretary of Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes.
- **Guideline CR-8:** As part of the planning and design process for area-specific projects and prior to commencement of any ground disturbance, grading, or construction related to new facilities or enhancements, a qualified cultural resource professional will conduct appropriate record reviews and any testing or necessary fieldwork to determine the presence of cultural resources.
    - **Guideline CR-8a:** Proposed projects shall be designed to avoid or minimize impacts to the identified cultural resources.
    - **Guideline CR-8b:** Such research and testing will be conducted in accordance with the provisions of the HPMP/HPTP which will be prepared in consultation with SHPO and will be conducted under the direct supervision of a State Parks associate or senior state archaeologist or designated consulting archaeologist who meets the Secretary of the Interior's Qualifications Standards. Archaeologists other than State Parks archaeologists conducting archaeological investigations within a park will be required to have an Archaeological Permit issued by AHM Division of State Parks.
- **Guideline CR-9:** Historic buildings, not previously open to the public, shall be in compliance with California Historical Building Code Requirements for public health and safety, prior to being made available for public use.
- **Guideline CR-10:** The introduction of any new facilities will be designed in accordance with the HPMP/HPTP and the Secretary of the Interior's Standards for the Treatment of Historic Properties and Guidelines for the Treatment of Cultural Landscapes.

Goal CR-2

Identify, document, and enhance the cultural resource collections in OSSHP.

- **Guideline CR-11:** Continue to develop, maintain, and enhance the archive of historical and ethnographic documents, reports, research materials, and artifacts pertinent to the resources and interpretive programs and themes in OSSHP, such as digitizing reports or records.

Goal CR-3

Protect, preserve, stabilize, and analyze known and potentially present prehistoric and historic archaeological resources.

Cultural Resources (CR)

- **Guideline CR-12:** In the event that an archaeological resource would be potentially damaged by a proposed project and there are no feasible methods to avoid or protect the archaeological resource, conduct an archaeological excavation in accordance with provisions of the HPMP/HPTP.
- **Guideline CR-13:** Historical research, archaeological fieldwork, and site monitoring will be conducted in accordance with the HPMP/HPTP under the direct supervision of State Parks associate or senior state archaeologist or designated consulting archaeologist who meets the Secretary of the Interior's Qualifications Standards, or (as appropriate for the type of task) a State Historian II/III or designated consulting archaeologist who meets the Secretary of the Interior's Qualifications Standards.
- **Guideline CR-14:** In the event that archaeological excavation is conducted, feasible means of protection, preservation and stabilization of the archaeological remains will be developed and implemented in accordance with the HPMP/HPTP and under the direct supervision of a State Parks associate or senior state archaeologist or designated consulting archaeologist who meets the Secretary of the Interior's Qualifications Standards. An archaeological technical report meeting the Office of Historic Preservation's Archaeological Resource Management Report standards will be prepared.

Goals and Guidelines for the Riverfront Zone

River Goal CR-1

Identify, evaluate, and interpret the cultural resources associated with the riverfront in OSSHP.

- **River Guideline CR-1:** Identify and implement appropriate stabilization and protection measures for the sunken historic ship and other cultural resources, including remains of any Native American settlement, and underwater features related to the docks and shipping that may be identified in the Riverfront Zone.
    - **River Guideline CR-1a:** Coordinate with the California State Lands Commission (CSLC) regarding any submerged cultural resources or cultural resources on tidal lands that may be subject to CSLC jurisdiction. Determine the need for any salvage permits or other permits related to these resources and obtain permits as necessary, prior to project implementation.

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal CR-1

Cultural resources associated with the development of the Gold Rush and Commerce area should be carefully defined, evaluated, preserved, and interpreted.

The guidelines that follow for interpreting the Gold Rush and Commerce area are based on the best available research and information, accessible to the planning team. However, realizing that gaps in the historical research for the area exists, research on the Gold Rush and Commerce area should continue as part of future planning efforts and development of this site. Specific buildings, uses, and scenes to be recreated on the Gold Rush and Commerce Block require additional planning and study and may change with new research discoveries, attitudes about the value of structures and scenes to be recreated, and other project influences including future funding, public-private partnership opportunities, and market conditions.

Cultural Resources (CR)

Guidelines will be implemented in accordance with a HPMP/HPTP prepared in consultation with SHPO and will be implemented in a manner consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

- **Commerce Guideline CR-1:** Reconstruction of commercial buildings or facades on the Gold Rush and Commerce Block will be undertaken only when documentary and physical evidence is available to permit accurate reconstruction with minimal conjecture. Where possible, archaeological evidence will be used to provide information essential to accurate reconstruction. Any reconstruction will include measures to preserve remaining historic materials, features, and spatial relationships. Any reconstructed buildings or elements of buildings will be clearly identified as a contemporary re-creation and pseudo-historical building designs that were never actually executed will not be constructed. Reconstructions will not be built when an existing building can adequately be used for interpretation of the primary themes.
- **Commerce Guideline CR-2:** Where accurate reconstructions are not possible due to lack of adequate documentary or physical evidence, either no building will be built or the uses of the site shall be interpreted with signage.
- **Commerce Guideline CR-3:** Ensure the preservation of the B.F. Hastings Building, a National Historic Landmark, and the Dingley Spice & Coffee Mill, a contributing resource to the Old Sacramento National Historic Landmark District by being active cultural resources stewards and following preservation best practices including compliance with the Secretary of Interior's Standards for the Treatment of Historic Properties.
- **Commerce Guideline CR-4:** Buildings and scenes to be reconstructed on the Gold Rush and Commerce Block will be based on the accurate duplication of historic features and elements substantiated by documentary or physical evidence. Interpretive materials will be based on events that were historically significant, provide strong educational value of Gold Rush or railroad history, and that are known and sufficiently documented.

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal CR-1

Identify, evaluate, and interpret the cultural resources of railroad facilities in CSRM, including related trains, tracks, and equipment and the station sites and right-of-way areas along the Sacramento Southern Railroad line.

- **Rail Guideline CR-1:** In coordination with development of the Sacramento Railyards project, identify and interpret the path of the first transcontinental railroad through the Railyards property.
- **Rail Guideline CR-2:** In coordination with the City and private property owners, prepare and facilitate the nomination of the Central Shops Historic District to the National Register of Historic Places.
- **Rail Guideline CR-3:** Although no known historical or archaeological sites lie within the railroad right-of-way area of the proposed excursion train extension to Hood, include an experienced archaeologist to monitor significant grading or trenching associated with future construction of the excursion train line.

Cultural Resources (CR)
▶ **Rail Guideline CR-4:** Continue to educate and enable volunteers to participate, under the direct supervision of qualified professional staff, in a wide array of rail preservation projects including the development of the Railroad Technology Museum and expanded excursion train operations.

4.4.4 INTERPRETATION AND EDUCATION

Through interpretation and education, OSSHP has the ability to shape the type of visitor experiences and guide the direction and future management of the park. Effective interpretation and education helps visitors understand and appreciate the cultural and natural resources of the park and foster an ethic of sustainability and stewardship. This ensures park resources are preserved and protected for future generations.

Based on thematic ideas expressed by stakeholders, the OSSHP Advisory Committee, and the public, the following interpretive mission, vision, and themes have been developed to represent the intent and vision that interpretation and education should provide for visitors to OSSHP. Unifying themes, primary themes, and interpretive themes are presented below. Unifying themes set the overall tone and direction that interpretation should have on visitors' attitudes and perspectives. Primary and secondary themes support interpretation of the unifying theme.

Interpretation (INT)
Interpretive Significance and Themes in OSSHP
Interpretive Significance
OSSHP preserves, restores, reconstructs, and interprets the city's early environment from the Gold Rush through the transcontinental railroad, the people, and other key historical periods in the city's history. Development of OSSHP will be guided by the primary interpretive themes of the park: the river, the Gold Rush, and the first railroads in the West, and their influence on the development of transportation, commerce, communication, and government in Sacramento. In addition, secondary themes supporting the interpretive mission and vision of the park and telling the unique story of Sacramento may also be interpreted such as the area's natural history and struggle with mother nature to overcome floods; the park's archaeological resources; community development and diversity; and the city's evolution as the economic and political center of California.
The mission of railroad interpretation in OSSHP is to tell the stories of the many individuals who worked for and with railroads, and to explain the history, technology and relevance of railroading's past, present and future as these relate to the everyday lives of people today, particularly California residents. Through interpretation, visitors will be more aware of the impacts that railroads have had on individuals and society, the importance of railroads to the growth and development of California and the U.S. in the 19th and 20th centuries, and the continuing importance of railroading to our everyday lives, both now and into the future.
<u>Interpretation Mission</u>
Interpretation in OSSHP is intended to provide visitors with an appreciation of Sacramento's early

Interpretation (INT)

growth and development, the role of Sacramento as a center for emigration, commerce, transportation, government and political power, ingenuity, and the stories of significant individuals who changed local and national history, along with the stories of thousands of people from around the world who came to Sacramento, participated in the city's early development and success, and through their work and lives, fostered the development of our society today. The mission of the California State Railroad Museum in OSSHP is to collect, preserve, study, exhibit, and interpret selected aspects of railroads and railroading, with an emphasis on California and the West, for the education, entertainment, and enjoyment of the widest possible audience.

Interpretation Vision

Interpretation in OSSHP will help visitors connect, in an emotional, physical, and intellectual sense to the setting and the resources that remain from Sacramento's early history. Programs, media and personal interaction will, in accurate and compelling ways, allow visitors and participants to create personal meaning and relevance about common needs and universal goals that connect the deeds and personalities of the past with people's lives today. Railroad interpretation will helps visitors relate to the physical, historical and technological aspects of railroads and railroading, using both traditional and innovative techniques and media designed to help visitors connect rail history, technology and the business of railroading to their everyday lives.

Unifying Theme

Old Sacramento State Historic Park preserves and interprets the first three decades, following the discovery of gold, of Sacramento's history and development, when the city evolved from a crude frontier settlement to an economic and cultural center that became the Capital of California. The railroad components of OSSHP interpret the history and technology of railroading, with an emphasis on California and the western U.S.

Primary Themes

Primary themes including perseverance, entrepreneurship, ingenuity, and crossroads (of transportation, communication, commerce) are emphasized to help visitors understand the major influences, connections, and changes that have influenced the city's development. Additional primary themes including mobility, nation building, modernization, and enterprise are emphasized to help visitors understand the major influences, connections, and changes in the development of railroads.

Perseverance and Determination Overcame Substantial Obstacles and Setbacks

The early years of Gold Rush Sacramento were full of challenging circumstances and situations. The city's location on the banks of the Sacramento River was ideal for transportation and commerce, but exposed the settlement to frequent inundations from floodwaters every winter. Other nearby town sites were proposed, but the merchants and residents of Sacramento instead picked themselves up and rebuilt in the same location. Over time they built the necessary infrastructure to protect the City from the annual floods. Fire, too, was a constant danger, and Sacramento had its share of devastating conflagrations. Again Sacramentans stuck with it, rebuilding, expanding, and continuing on.

Entrepreneurs and Risk Takers Drove Sacramento's Development

Gold Rush California was a land undergoing rapid change. It was quickly inundated with newcomers

Interpretation (INT)

from the United States and many other nations, leaving the existing populations (primarily Hispanic Californios and Indians) as minorities. Between 1849 and 1879 Sacramento grew from a ragged collection of canvas tents and rough wooden structures into a substantial city of brick and stone buildings, a center of commerce, and the capital of California. While gold drew most newcomers to the State, some chose to pursue that substance not as prospectors or miners, but as business leaders. Sacramento grew as a center of support and transit for the mines and the regions around them. Businesses of all types were started, some ultimately growing into huge national concerns. Agriculture became a major enterprise, with agricultural products shipped nationally and internationally. All of this started with the efforts of entrepreneurs, who often experienced both success and failure.

Responding to Adversity with Ingenuity

In the face of threats like flood and fire, Sacramentans didn't just pick themselves up and rebuild as they had been before. They also took measures to overcome these threats. Initially they built levees to provide flood protection, but when these proved inadequate, they rerouted a portion of the American River away from the City, and also physically raised downtown streets and buildings, placing them above the flood level. To limit fire, within the first few years the City instituted requirements for brick or stone construction, replacing the wood structures and canvas tents which prevailed in the years immediately following the discovery of gold.

Sacramento Was and Remains a Crossroads of Transportation, Communication, and Commerce

Sacramento was founded as a *crossroads*, a place of intermediate connection between various points. Before the Gold Rush, Sutter's Fort was an established crossroads for emigrant families traveling overland to California, a place marking the formal arrival to California before families dispersed to their final choice of settlements. During the early years of the Gold Rush, San Francisco became the primary entry point, as most newcomers arrived by sea. From there river transportation brought gold seekers to Sacramento, the jumping off point for most of the Northern mines. In addition to people, goods and services also flowed through Sacramento for distribution to the mining regions throughout the West and intermountain region, with people and gold flowing back. It was the transfer point between larger river boats and ships from San Francisco and the smaller up-river boats. Sacramento was a hub for roads and trails to the mining settlements, initially in California, but eventually extending into Nevada, Utah, Idaho, and other regions. The first railroad in California started from Sacramento, and a few years later the first transcontinental railroad broke ground on the Sacramento waterfront, at K Street. Communications, mail service, express service and an increasing network of telegraph lines also radiated out of Sacramento. As the State Capital, political power and governmental services also flowed through the city. In sum, Sacramento owes its existence to its role as a major crossroads in early California.

Today, Sacramento sits at the crossing of four major highways: SR 99 and I-5, running north-south, and US 50 and I-80, running east-west. Likewise, even though railroads are no longer a dominant employer in the city, they remain a major transportation industry in the region, with rail lines crossing north-south and east-west. Sacramento hosts one of the busiest Amtrak passenger stations in the nation. Railroads can provide cost-effective and efficient transportation for people and goods, and especially play a role as a future leader in "green" transportation. While the Sacramento River has declined substantially as an avenue of commerce, West Sacramento is still home to a commercial port, and pleasure and charter watercraft are popular in the Sacramento River in and around the city.

Interpretation (INT)

Mobility

Mobility (social, economic, physical, political, of class, of commodities, of information) is a defining characteristic of the United States and its citizens. Especially in the 19th century, no other people enjoyed the degree, scope, or mutability of mobility as Americans. A continental United States was impossible even to imagine without explicitly assuming the kinds of mobility that only the American political system, the railroad, and the telegraph could provide. California only made sense as a state when it was feasible for it to be connected to rest of the nation by rail.

Nation Building

The railroad was an essential tool—a necessary, but not sufficient condition—in the century-long struggle to create a viable United States. With the evolving technology loosely defined as "the railroad," Americans adopted a common language and currency, created a continental common market, opened every corner of the country, fostered a single national identity, and literally changed our concepts of time and space. The completion of the Pacific railroad seven years before the Centennial is an example of the railroad's role in nation building.

Modernization

The United States in 1820 was still a pre-modern place, where daily existence for most people had not changed appreciably since Classical Rome. A century later, with the help of the transformative powers of industrialization and the railroad, America had attained most of the qualities of life and attitudes we understand as "modern." This theme emphasizes change—both for good and for ill—and the many roles railroading played in creating the physical, cultural, social, and economic realities of today.

Enterprise

The central genius of the creation of the United States was its embrace of enterprise—the human striving for wealth, comfort, safety, well-being, and progress. This theme recognizes the role of human nature, creativity, and individual accomplishment in American history and especially how the concept of enterprise unfolded on the railroad. While not exclusively American, enterprise nonetheless is a useful and distinctive way to understand why Americans embraced the railroad, how they created the single largest and most efficient system in the world and the ways in which ambition, creativity, and vision shaped our country.

Secondary Themes

Gold Rush

The discovery of gold marks the beginnings of Sacramento in its destiny to become the "Golden State Capital" and the cosmopolitan city of today.

Commerce

The commercial buildings and facilities preserved in OSSHP and the greater Historic District offer a unique setting for understanding the commercial and industrial activities, influences, and culture of Sacramento in the mid-19th century. Location and architecture provide clues to understanding the needs and wants of 19th century merchants and consumers, as well as the technology used during those times.

Interpretation (INT)

River

Sacramento's geographical location at the confluence of the Sacramento and American Rivers enabled it to succeed as a commercial and agricultural center and connect to the rest of the world; while also bringing challenges (floods and droughts) that regularly devastated the city. The floodwall and levee systems, along with an extensive system of raised streets and structures dramatically show both the danger and the need to persevere in spite of various risks.

Government

Important historic and political events are connected to the history of Sacramento and its selection as the Capital of California. In comparison to other cities rivaling to become the State Capital, Sacramento was already an established city with a functioning government, strong economy, and a first-class transportation system. It therefore was an attractive destination for powerful and influential leaders and new settlers.

Historic Preservation and Archaeology

Through the preservation and interpretation of the cultural and archaeological resources in OSSHP, visitors can learn about the tools and techniques that historians and archaeologists use to understand the city's history, lifestyles, living conditions, and culture of early residents and business in Sacramento. These clues to the past help us understand the major events and influences affecting the city's development over time.

Floods and Fires

Fires and floods left lasting impressions on the city's development, resulting in changes to the physical topography, architecture, and urban form of the central city district, and providing lessons to how human choices can transform the environment we live in.

For example, after the 1852 fire, virtually all buildings in the commercial district were constructed of masonry, replacing the city's original wood and canvas. Building codes and regulations were created to ensure a safer city. Remaining basements and voids from the streets, sidewalks, and buildings, raised in the 1860s, present a virtually intact time capsule that tells the story of Sacramento's struggle to escape from floods and interpret the early architecture and engineering used to raise Sacramento's Business District.

Agricultural History

The sudden explosion in population, combined with the rich delta and Sacramento Valley resulted in the creation of a major new agricultural area. The coming of the railroad, development of extensive road and irrigation systems, and improvements in allowed agriculture to become a major economic force in California. This sub-theme explores the influences to agricultural expansion in the Sacramento Valley from the influx of people to California during the Gold Rush period and later, transcontinental railroad development, climate conditions, fertile rivers and stream lands before the development of irrigation, and railroads and refrigerated railroad cars in distributing fruit and other perishable items to other markets in the U.S.

Interpretation (INT)

Growth of the City and Diversity of its People and Cultures

The story of Sacramento is represented in the thousands of individual stories of the struggles and achievements of the city's 19th century population, a diverse community that brought with them a wide array of individual cultural, ethnic, and religious traditions. Personal stories based on actual residents and events will connect today's visitors to Sacramento's history in a deep and meaningful way.

Interpretation Period

Interpretive periods are defined for each of the General Plan management zones, associated with the historic resources and significant events and activities that occurred in Old Sacramento.

Riverfront Zone

Interpretation of the river and river transportation is centered on the embarcadero that served as a riverboat landing for Sacramento from 1839-1881 and are significant to the commerce, communication, and transportation history in OSSHP.

Gold Rush and Commerce Zone

The interpretive period of the Gold Rush and Commerce Zone in OSSHP has been defined to be about 1840 to 1870, consistent with "the pioneering era of the city's history," identified as the period of significance for the Old Sacramento Historic District in the National Register of Historic Places nomination form.

Railroad History Zone

The interpretive period of this zone spans from 1852, the founding of the Sacramento Valley Railroad to 1914, when the concrete seawall/riverwall was completed along the waterfront to protect the railroad tracks, warehouses, and etc., resulting in the changes to the area that are visible in the present. The Central Pacific Railroad Passenger Station and Central Pacific Railroad Freight Depot, both historic reconstructions, represent the pioneering years of the Transcontinental Railroad, between 1865 and 1879.

Railroad Technology and Shops Zone

The interpretive period of this zone has been defined as from 1867 to 1992, beginning with the year Sutter's Lake was filled to allow the construction of the Railyards to when heavy locomotive repair ended in the Boiler Shop and Erecting Shop. These historic Central Pacific and Southern Pacific Railroad shop buildings and structures, that will house the RTM, represent the age of steam between 1869 and the 1950s, the transition to diesel propulsion, and the overall modernization and consolidation of the U.S. railroad industry in the 1990s.

Excursion Railroad Zone

Interpretation for the Excursion Railroad Zone has been defined to span broadly from 1852 to 1980, corresponding with the founding of the Sacramento Valley Railroad in 1852, predecessor to the Central Pacific Railroad; the operation of the Sacramento Southern Railroad between 1910s to 1960s; to when the railroad line from Hood to Old Sacramento was abandoned.

Interpretation (INT)

Parkwide Goals and Guidelines

Goal INT-1

Interpretation will engage a broad audience, accommodate different learning styles, and be universally accessible.

- **Guideline INT-1:** Use a range of communication techniques including personal interpretation using maps or brochures; exhibits; audio-visual programs; presentation; demonstrations; events; living history programs; guided tours and internet technologies to make interpretation readily accessible to the public.
- **Guideline INT-2:** Use a mix of media to engage the senses and improve interpretation and education opportunities in the park including interpretive signage and interactive components. Incorporate internet and intranet technologies when appropriate.
- **Guideline INT-3:** Explore the possibilities of new technologies, e.g. social media, cell phone applications, and other available visitor technology, to enhance the interpretive presentation of the park and accommodate the needs of the broader public.
- **Guideline INT-4:** Improve accessibility of interpretation when possible, by bringing interpretive facilities to ADA compliance, using best practices for person with disabilities such as modifying facilities to be accessible for persons in wheelchairs or with mobility impairment, providing Braille on interpretive signage, and using interpretive media that accommodates persons with vision or hearing impairments. Refer to guidelines in the 2009 edition of "California State Parks Accessibility Guidelines" or the most recent edition.

Goal INT-2

Pursue the goals of increased diversity by reducing barriers, strengthening partnerships, and providing interpretive facilities and programs that encourage public participation.

- **Guideline INT-5:** Identify strategies and methods to remove barriers to language, education, and socio-economic status during the interpretive planning of the parks.
- **Guideline INT-6:** Promote diverse volunteer participation in park programs and in the development of future park support organizations, referring to State Park's *Volunteer in Parks Program Guidelines* and *Cooperating Associations Program Manual*.
- **Guideline INT-7:** Support and promote the development of cultural events, initiated by community groups and/or partners, that support the park's goals to increase diversity.

Goal INT-3

Develop a comprehensive strategy to support ongoing interpretation and educational programs.

- **Guideline INT-8:** Develop and/or update the Scope of Collections Statement to identify which objects each park is to collect and how they will be managed, following the Department's guidelines.
- **Guideline INT-9:** Develop a park-wide sign plan for regulatory, informational, interpretive, and building signage to coordinate the appearance of signs, minimize impacts to historic and cultural

Interpretation (INT)
resources, and meet multiple language needs. Refer to guidelines in the 2009 edition of "California State Parks Accessibility Guidelines" or the most recent edition to ensure that the needs of persons with vision or other impairments are met. ▶ **Guideline INT-10:** Conduct a visitor surveys to determine public interest in the content and material of existing or future interpretive programs and determine interpretive needs. Use the results of the survey to determine the most effective way to meet these demands with available resources and staffing. ▶ **Guideline INT-11:** Work with partners, including the CSRMF and HOSF to improve or expand existing volunteer programs and develop new ones, as appropriate, to increase access to and participation in park interpretive resources and programs. Maximize volunteer participation opportunities through active recruiting, training, and managing of volunteers and/or docents, and providing appropriate and necessary materials for interpretation. ○ **Guideline INT-11a:** Train paid staff and volunteers in the content and methods to be employed in the promotion of high quality interpretation services. **Goal INT-4** ***Maximize use of interpretive facilities to enhance the visitor experience with park resources, the surrounding environment, and the area's temperate year-round climate.*** ▶ **Guideline INT-12:** Develop outdoor interpretive facilities that connect to interpretive themes within the parks, serve as multi-use areas, and minimize development of the parks' open space areas. ▶ **Guideline INT-13:** Continue to coordinate educational programs and roving interpretation that promotes the interpretive themes and message of the park. ▶ **Guideline INT-14:** Interpret the facilities, resources, and events associated with the development of the first transcontinental railroad and the earlier Sacramento Valley Railroad. **Goal INT-5** ***Continue to research the history of the Old Sacramento area to enhance interpretation and refine the interpretive recommendations of the park.*** ▶ **Guideline INT-14:** Update the Interpretive Master Plan for OSSHP (1971).
Goals and Guidelines for the Riverfront Zone **River Goal INT-1** ***Develop facilities and programs that interpret the significant historic, cultural, and natural resources in OSSHP, focusing on the events and activities associated with the Sacramento River and its connection to the Gold Rush and the development of transportation, communication, and commerce.*** ▶ **River Guideline INT-1:** Interpret the significance of the river to Sacramento as a key mode of transportation, force of nature: from floods and as part of the Delta environment, and the riverfront's historic uses as a river landing, ferry terminal, and freight and passenger dock.

Interpretation (INT)

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal INT-1

Utilize historic facilities of OSSHP to interpret the history of Sacramento in its pioneering era, from the 1840s to the 1870s.

- **Commerce Guideline INT-1:** Interpret the vibrant commercial and transportation scene in Old Sacramento, associated with the resources of the park, including the diversity, significant, people, events, and technology that contributed to the growth and development of the City, State, and Nation.
- **Commerce Guideline INT-2:** Interpret the development of commerce in Old Sacramento as "layers of history" that provides interpretation of the Gold Rush period at the city's historic grade (basement level), and interprets the commercial scene in the early 1860s and 1870s. The layers of history will interpret the city's street raising, the evolution of the commercial street scene over time, and the kinetic nature of Old Sacramento during the 19th century.
- **Commerce Guideline INT-3:** Showcase the Pony Express, stage lines, and the first transcontinental telegraph, and interpret the roles of these communication methods in improving national communications across the United States.
- **Commerce Guideline INT-4:** Interpret the first location of the Supreme Court chambers when Sacramento became California's State Capital, on the upper floor of the BF Hastings Building.
- **Commerce Guideline INT-5:** Activate existing and planned park and open space areas by integrating these spaces into the interpretive themes, programs, and visitor experience of the park.
- **OSSHP Guideline INT-6:** Preserve and interpret the city's history through archaeological evidence such as soil strata.

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal INT-1

Develop facilities and programs that interpret the significant historic and cultural resources in CSRM, interpreting the history and technology of railroads and the experience of traveling by railroad.

- **Rail Guideline INT-1:** Interpret the location of the first railroad in California (Sacramento Valley Railroad), the groundbreaking of the Central Pacific Railroad (the nation's first transcontinental railroad) at Front and K Streets, the first rails laid in Old Sacramento at Front and I Streets, and the Central Pacific and Southern Pacific Railroad Shops.
- **Rail Guideline INT-2:** Continue to provide holistic exhibits that place locomotives, passenger and freight cars, and the people, artifacts and archives of railroading in context, and relate them to people's lives and transportation choices today. Showcase the innovative spirit of railroad workers and the many technological developments that have allowed trains to travel faster and carry heavier loads more efficiently, while doing this more safely and in ways more friendly to the environment over time.

Interpretation (INT)

- **Rail Guideline INT-3:** On the excursion train line from Pocket/Meadowview to Hood, interpret the history and natural resources along the Sacramento River Delta and the Sacramento Southern Railroad's role in providing rail service to transport agricultural freight from the farmlands in southern Sacramento County and the Delta to markets on the East Coast and abroad.
- **Rail Guideline INT-4:** Interpret the historic Central Pacific and Southern Pacific Railroad Sacramento Shops buildings and their historical operations, 1863-1999, highlighting self-reliance and vertical integration; constant change, adaptation and eventual obsolescence; the course of the industrial revolution and its transition to the modern post-industrial era; and the human stories of the people who worked there.

Education (EDU)

Parkwide Goals and Guidelines

Goal EDU-1

Provide visitors opportunities to learn about the history and significant resources in OSSHP and how these resources relate to each other.

- **Guideline EDU-1:** Connect the stories of the Gold Rush to the development of transportation and commerce and the transcontinental railroad, exploring the common interpretive themes of both parks such as commerce, agriculture, communication, government, and transportation.
- **Guideline EDU-2:** Provide educational materials or visitor guides that mark the historic milestones in Old Sacramento and the resources in the historic district that they are associated with.
- **Guideline EDU-3**: Connect the stories of Gold Rush migration and westward emigration to the resulting cultural diversity and innovative spirit that has helped develop California and its unique identity, while at the same time helping to build America into a world power.

Goals and Guidelines for the Riverfront Zone

River Goal EDU-1

Provide visitors activities and programs to learn about the significant history, resources, and events in OSSHP, while meeting educational curriculum standards.

- **River Guideline EDU-1:** Develop interpretive and educational programs that focus on floods, the damage done by the Sacramento River, and the topic of raised streets and levees while meeting California Education and Environment Initiative curriculum.
- **River Guideline EDU-2:** Develop educational programs associated with interpretation of river habitat and the development of the River Museum to meet California Education and Environment Initiative curriculum.

Education (EDU)

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal EDU-1

Provide visitors activities and programs to learn about the significant history, resources, and events in OSSHP, while meeting educational curriculum standards.

- **Commerce Guideline EDU-1:** Present interpretive activities that tie the physical location of OSSHP to early Sacramento commerce and development. In so doing, meet California History/Social Science Content Standards 1.5–1.6, 3.2–3.3, 3.5, 4.1–4.4, and 8.8, concerning Social Science Content Standards for California Public Schools, Kindergarten through Grade Twelve (California State Department of Education 2000).
- **Commerce Guideline EDU-2:** Develop educational programs associated with the archaeology of the Gold Rush and Commerce Block while meeting state and national Science, Technology, Education, and Math (STEM) curriculum**.**

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal EDU-1

Provide visitors access to the collections of CSRM to learn about the history and technology of railroads, while meeting educational curriculum standards.

- **Rail Guideline EDU-1:** Refine existing and develop new educational programs at the RHM that are compatible with the interpretive themes of the museum while meeting STEM curriculum standards and California Education and Environment Initiative standards.
- **Rail Guideline EDU-2:** Develop educational programs at the RTM that are compatible with the interpretive themes of the museum while meeting STEM curriculum standards and California Education and Environment Initiative curriculum.
- **Rail Guideline EDU-3:** Restore the reconstructed Central Pacific Railroad Freight Depot to an “as built” condition to be used in interpretive programs to meet California History-Social Science Content Standards.
- **Rail Guideline EDU-4:** Interpret activities related to railroad commerce and agricultural connections that meet California History-Social Science Content Standards.

4.4.5 PARK OPERATIONS

Park Operations and Management (O&M)
Parkwide Goals and Guidelines
<u>Operations and Management</u>
Goal O&M-1
Continue to improve the operation and management of OSSHP, in coordination with the City and other park partners for Old Sacramento.
▶ **Guideline O&M-1:** Focus on ways to further promote Gold Rush-content, development, and activities, and Sacramento's early commerce in OSSHP, consistent with the vision and interpretive themes of the park.
▶ **Guideline O&M-2:** Leverage available funding sources to finance improvements and support development of OSSHP through: ○ park partnerships; ○ concessions; ○ state and federal grants such as education grants; and ○ other financing mechanisms to be developed.
▶ **Guideline O&M-3:** Consider partnership opportunities for State Park and City facilities in Old Sacramento and the Central Shops coordinate on common needs such as maintenance, marketing, concession operations, special events programming, and public safety.
▶ **Guideline O&M-4:** Organize and work with the support of volunteers on the training and operation and programming of park events.
▶ **Guideline O&M-5:** Work with the City of Sacramento, the Downtown Sacramento Partnership, private owners, and other interested stakeholders to develop a coordinated strategy for developing, maintaining, and marketing the Central Shops Historic District as a unique destination.
▶ **Guideline O&M-6:** Improve maintenance functions for State Park facilities and consolidate maintenance uses in one location. Improve the location of facilities in the back parking lot of the Railroad History Museum and consider providing on-site shop facilities for ease of completing projects.
Goal O&M-2
In coordination with the business district of Old Sacramento, merchants, property owners, the City of Sacramento, and other park partners, work to enhance the historic programming and environment of the Old Sacramento area.
▶ **Guideline O&M-7:** Support the business community and other partners in Old Sacramento, including OSBA, the City, and the HOSF on historic programming and merchant education in Old Sacramento, including for special events and marketing.

Sustainability

Goal O&M-3

Promote the use of sustainable practices in park operations, consistent with the historic character of the Old Sacramento area, and seek opportunities to apply best practices in sustainability to new and reconstructed projects or developments.

- **Guideline O&M-8:** Apply California's *Green Building Standards Code* (CALGREEN) to buildings to be reconstructed in the Gold Rush and Commerce Block on Front Street, and other new, rehabilitated and/or reconstructed buildings planned in OSSHP.
- **Guideline O&M-9:** Require the installation of low-water-use appliances and fixtures in food service facilities (such as cafeterias and lunch rooms) serving the public and State Parks staff.
- **Guideline O&M-10:** Require the installation of low-water-use, high-efficiency fixtures (toilets, urinals, and faucets) in all public and staff restrooms.
- **Guideline O&M-11:** Install office equipment, appliances, and heating and cooling systems in new buildings that meet Energy Star standards. As replacement of existing equipment becomes necessary, select new models meeting Energy Star standards.
- **Guideline O&M-12:** Continue coordination with the City of Sacramento on waste management and recycling programs.
- **Guideline O&M-13:** Protect visitor and staff health and comfort through the use of green cleaning and maintenance products.

Utilities (UTIL)

Parkwide Goals and Guidelines

Goal UTIL-1

Provide a quality infrastructure system designed to serve the demands of existing and planned future development.

General

- **Guideline UTIL-1:** Study the capacity of existing utility systems and identify future demand for water, stormwater drainage, sewer, electricity, gas, and telecommunication needs to determine if existing utilities are adequate to serve new demands during daily and peak-use periods. Work with infrastructure providers, and agencies affected, to improve, upgrade, relocate, or expand existing utility lines and infrastructure, as needed for future demands.
- **Guideline UTIL-2:** Plan for peak demands of infrastructure systems during large events.
- **Guideline UTIL-3:** Plan new development to meet the mandatory standards of the California Green Building Standards Code and strive to meet the Code's voluntary measures whenever possible.

Water

- **Guideline UTIL-4:** Coordinate with the City to locate existing water lines, and relocate them as needed

to improve the provision of water service. Install water lines consistent with expanded service needs.

- **Guideline UTIL-5:** Upgrade metering systems to isolate water use for individual buildings, monitor existing water use.
- **Guideline UTIL-6:** Coordinate with the City to promote water conservation strategies through metering, education, and fee structures.

Stormwater Drainage

- **Guideline UTIL-7:** Coordinate stormwater drainage improvements with the City, other agencies, the Old Sacramento Business Association, and property owners, as relevant.

Sewer

- **Guideline UTIL-8:** Upgrade plumbing facilities in existing building facilities to adequately serve visitor uses, concessions, and other planned uses on the site.
- **Guideline UTIL-9:** Replace the soil cement used around OSSHP with a solid ground surface material to prevent the soil cement from washing away and clogging storm drains.

Electrical

- **Guideline UTIL-10:** Isolate buildings to individual meters to monitor energy use and make necessary energy retrofits to improve the energy efficiency of existing buildings.
- **Guideline UTIL-11:** Consider opportunities for utilizing alternative energy sources while respecting and protecting the park's historic, cultural, and aesthetic resources and remaining compatible with the character of the Old Sacramento Historic District.

Gas

- **Guideline UTIL-12:** Work with the City to locate and determine the adequacy of existing gas lines to serve new development and uses, and to relocate, add, or extend gas infrastructure as needed.
- **Guideline UTIL-13:** Consider upgrading gas lines and meters in OSSHP to enable tracking of individual facilities.

Property Acquisition and Transfers (ACQ)

Parkwide Goals and Guidelines

Goal ACQ-1

Seek opportunities to acquire property within OSSHP that are consistent with the purpose and vision of the park.

- **Guideline ACQ-1:** Where opportunities to purchase land are not available, collaborate with others on easements, use agreements, or similar mutually beneficial arrangements.
- **Guideline ACQ-2:** Pursue opportunities to acquire properties within and/or adjacent to Old Sacramento and the Central Shops of historical significance that contribute to the mission of OSSHP.

Property Acquisition and Transfers (ACQ)

Goal ACQ-2

When a property is determined as not critical to the mission of OSSHP or CSRM and may better serve other planning efforts, arrange for conveyance of the property to the relevant entity or jurisdiction.

- **Guideline ACQ-3:** Coordinate with the City and the Railyards owners to transfer property along the Sacramento River west of the Railyards.
- **Guideline ACQ-4:** Work with the City on other desirable property trades within OSSHP.

Concessions (CON)

Concession, as used in the General Plan, is a contractual right to carry out a business or activity and may be operated by either a public or private enterprise.

Parkwide Goals and Guidelines

Goal CON-1

Establish and administer concessions that enhance visitor understanding of the historic themes within each park.

- **Guideline CON-1:** Concessions must support the themes identified for OSSHP in Section 4.4.4.
- **Guideline CON-2:** Devise a Concessions Plan for OSSHP that identifies each concession venue, the service provider, and the services provided.
- **Guideline CON-3:** Coordinate with the City, HOSF, CSRMF, and others, as appropriate, to develop resources, including informational guidelines and training materials for OSSHP staff, concession employees, and volunteers that provides a consistent understanding of the historic resources in the Old Sacramento area to be shared with visitors and includes examples of the type of services, goods, attire, and activities that were common during the interpretive period of the Historic District.

Goals and Guidelines for the Riverfront Zone

River Goal CON-1

Coordinate with the City and CSLC on concessions in the Riverfront Zone that are consistent with the management zone's mission and interpretive themes and meets contemporary visitor needs and services.

- **River Guideline CON-1:** Coordinate with the City, CSLC, applicable agencies, and existing boat operations to develop a water taxi service, if feasible, connecting Old Sacramento with other destinations on the Sacramento River. Consider opportunities to develop a cooperative operation with the excursion train line.

Concessions (CON)

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal CON-1

Establish and administer concessions that are consistent with the mission and interpretive themes and periods of the Gold Rush and Commerce Zone and meets contemporary visitor needs and services.

- **Commerce Guideline CON-1:** Research commercial uses in Old Sacramento during the 1840s–1870 and identify those offering interpretive interest and the potential to serve as contemporary concessions.
- **Commerce Guideline CON-2:** Provide concessions that represent authentic commercial venues to the greatest extent feasible. Define the representation and range of historic authenticity. Some retail goods may be produced in a historically accurate manner and be authentic in materials and appearance, such as tinware. Other products such as food may be served in an atmosphere that recreates the original historic setting, but includes ingredients and recipes more likely to please the contemporary palette.
- **Commerce Guideline CON-3:** Research forms of attire as they might have been worn in Old Sacramento during the interpretive period 1840–1870. Make this information available to park staff and concession personnel who may choose to dress in period attire.
- **Commerce Guideline CON-4:** Include living history displays and related concessions that provide visitors with a sense of daily life as experienced in Old Sacramento during the interpretive period (e.g., a blacksmith who makes items available for purchase in a nearby shop). Offer training and encourage concessionaires in OSSHP to incorporate interpretive approaches consistent with OSSHP's mission as part of their provision of visitor services.
- **Commerce Guideline CON-5:** Coordinate with the City on the alignment and development of an ADA-accessible horse-drawn streetcar system that is historically accurate and provides a functional and entertaining demonstration of this historic transportation mode in OSSHP.

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal CON-1

Establish and administer concessions that are consistent with the mission and interpretive themes of the railroad and meets contemporary visitor needs and services.

- **Rail Guideline CON-1:** Arrange for high-quality food and beverage services to be provided in the Central Pacific Railroad Passenger Station and on the excursion train as part of the trip experience.
- **Rail Guideline CON-2:** Consider inclusion of a restaurant or café as part of the renovation of the Erecting Shop, to serve the needs of the RTM and guests visiting the Central Shops.

Public Safety (SAFE)

Parkwide Goals and Guidelines

Goal SAFE-1

Ensure public safety at park facilities in OSSHP.

Public Health and Safety

- **Guideline SAFE-1:** Train park personnel in safety and security measures to ensure staff and visitor safety.
- **Guideline SAFE-2:** Historic buildings not previously open to the public will comply with California Historical Building Code requirements for public health and safety prior to being made available for public use.
- **Guideline SAFE-3:** In conjunction with final designs and prior to construction requiring dewatering, DPR shall ensure a groundwater management plan is prepared by a registered environmental professional with expertise in groundwater contamination fate and transport to identify the extent to which the construction activities could affect groundwater flow. The plan shall identify procedures that would be implemented before, during, and after construction to ensure project features do not adversely affect flow directions or rate of known contaminant plumes.

Security

- **Guideline SAFE-4:** Security in all OSSHP areas will be handled by State Parks' Capital District Public Safety Team, with rangers who patrol the park and respond to incidents between the operating hours of the park from 8 a.m. to 5 p.m., and on call-out.
- **Guideline SAFE-5:** Evaluate additional staffing, equipment, and coordination needs to ensure public safety for new operating areas in or impinging on OSSHP. Such areas could include the Sacramento River, the excursion train right-of-way or stations, the RTM, and Old Sacramento.
- **Guideline SAFE-6:** Continue nighttime security services for OSSHP through continuing agreements with the Downtown Partnership or other partners
- **Guideline SAFE-7:** Coordinate with City law enforcement personnel regarding jurisdiction coverage for programs or activities in OSSHP that span between property lines and areas.

Fire and Emergency Response

- **Guideline SAFE-8:** Coordinate with the Sacramento Fire Department to ensure ongoing emergency fire response and expansion of services as new facilities are developed.
- **Guideline SAFE-9:** Coordinate with local fire protection districts to ensure safety measures and practices are included in the Management and Operations Plan for OSSHP and along the excursion train route.

Environmental Design

- **Guideline SAFE-10:** Provide adequate pedestrian and building lighting at all venues of the park with nighttime visitation, including along the riverfront and public walkways.
- **Guideline SAFE-11:** Emphasize visibility in the design of exterior spaces to promote visitor safety, avoid creating blind corners, areas screened by excessive landscaping, and areas not easily visible from the street.

Public Safety (SAFE)
▶ **Guideline SAFE-12:** Develop functionally separate, clearly marked circulation routes that limit vehicular, bike, and pedestrian conflicts and reduce the potential for accidents.
Goals and Guidelines for the Riverfront Zone **OSSHP Goal SAFE-1** ***Address public safety needs to support new visitor facilities and activities planned in OSSHP.*** ▶ **River Guideline SAFE-1:** State Parks will perform geotechnical analysis of the potential for liquefaction, expansive soils, and lateral spreading for future structures and existing structures proposed for public use in the planning area and will comply with recommendations regarding structural or ground modification needed to ensure structural safety. ▶ **River Guideline SAFE-2:** Coordinate with the Sacramento County Sheriff's Department, Marine Enforcement Division (which provides marine patrol and emergency response on the Sacramento River), California Department of Fish and Game, and other applicable agencies to ensure adequate service for the water taxi and private vessels accessing OSSHP from the Sacramento River.
Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone **Rail Goal SAFE-1** ***Address public safety needs to support new visitor facilities and activities planned for CSRM.*** ▶ **Rail Guideline SAFE-1:** Prior to any ground disturbance within the railroad right-of-way, a Phase I Environmental Site Assessment shall be performed and recommendations for further investigations shall be followed. Remedial actions recommended shall be completed prior to ground disturbance. ▶ **Rail Guideline SAFE-2:** Prior to any ground disturbance at the Docks Area Specific Plan site, within the railroad right-of way, a Phase 2 Environmental Site Assessment shall be conducted to analyze soil and groundwater conditions beneath the site. ▶ **Rail Guideline SAFE-3:** Consult with the Sacramento County Airport Land Use Commission regarding safety measures needed for conducting maintenance activities along the portions of the rail line that are within the Clear Zone for Runway 2-20 near the Executive Airport. ▶ **Rail Guideline SAFE-4:** Maintain the brush control plan along the railroad right-of-way to minimize wildfire risk and coordinate with local fire protection districts and agencies to establish emergency response and fire response plans along the excursion train railroad right-of-way.

4.4.6 CIRCULATION, ACCESS, AND PARKING

Circulation (CIRC)
Parkwide Goals and Guidelines **Goal CIRC-1** ***Ensure that circulation routes are constructed with adequate facilities to accommodate the identified modes of travel.*** ▶ **Guideline CIRC-1:** State Parks will coordinate with the City and other relevant agencies on improving surface conditions to address issues of safety and mobility on the streets and walkways in and leading into OSSHP. Roadway surface conditions within OSSHP will be analyzed and a consistent, improved ground surface that will accommodate all relevant modes of travel (bus, auto, horse-drawn streetcar, cycling, and walking) explored. ▶ **Guideline CIRC-2:** Coordinate with the Cities of Sacramento and West Sacramento on the planning and implementation of one or more proposed bicycle/pedestrian bridges over the Sacramento River that could provide additional access to Old Sacramento from West Sacramento and connect recreational and cultural opportunities on both sides of the river. **<u>Vehicle Circulation</u>** **Goal CIRC-2** ***Coordinate with the City on improvements to vehicular circulation through OSSHP while ensuring the safety of bicyclists, pedestrians, and children.*** ▶ **Guideline CIRC-3:** Coordinate with the City on roadway safety measures that are historically appropriate and limit vehicular conflicts with bicyclists and pedestrians. **<u>Bus and Public Transit Circulation</u>** **Goal CIRC-3** ***Improve the efficiency of existing transit facilities within and near Old Sacramento and the Railyards and expand opportunities for use of public transit.*** ▶ **Guideline CIRC-4:** In coordination with the City, improve tour bus access, drop-off, turnaround, and parking behind the RHM and study opportunities to share access and/or bus parking facilities with the future Sacramento Intermodal Station facility. ▶ **Guideline CIRC-5:** In coordination with the City, participate in planning efforts to extend 3rd Street and develop an Intermodal Station to improve transit access to the RTM, RHM, OSSHP, and Old Sacramento from the north. ▶ **Guideline CIRC-6:** Coordinate with the City of Sacramento, City of West Sacramento, and other relevant jurisdictions in planning and implementing a modern streetcar circulator system serving the Old Sacramento vicinity, with stops and routes adjacent to, but located outside of the historic district.

Circulation (CIRC)

Bike Circulation

Goal CIRC-4

Expand bicycle circulation opportunities by improving and enhancing the safety of existing bike routes, and expanding bicycle access into new parts of OSSHP.

- **Guideline CIRC-7:** Coordinate with relevant jurisdictions to improve the Sacramento River Parkway Multi-Use Trail on State Parks property through Old Sacramento, including improvements to the trail surface and shoulders and installation of additional signage, as needed.
- **Guideline CIRC-8:** State Parks will coordinate with the City and other relevant jurisdictions to support the development of bicycle trails through Old Sacramento and bicycle connections along the excursion train line, connecting to excursion train station facilities or to surrounding neighborhood areas. State Parks will assist in implementing the portion of the multi-use trail through State Park property from where the Sacramento River Multi-Use Trail currently terminates near I Street to the foot of J Street. The trail is then, planned to continue through OSSHP along the river, across Capitol Mall, and continue south on the Promenade/Sacramento River Parkway, according to the City's Bikeway Master Plan. Refer to Exhibit B-1, "Proposed Bikeway Alternatives Concept through the Planning Area" for proposed conceptual bicycle and pedestrian routes.
- **Guideline CIRC-9:** Improve the bicycle and pedestrian crossing of the excursion train line at J Street, K Street, or other safe crossing alternatives to be developed in coordination with the City to ensure a smooth interface and safe transition across the railroad tracks.
- **Guideline CIRC-10:** Provide signage for cyclists directing them where to safely cross the excursion train tracks.
- **Guideline CIRC-11:** Coordinate with the City on plans for the proposed West Tunnel, bicycle and pedestrian connection between the Railyards and Old Sacramento.

Pedestrian Circulation

Goal CIRC-5

Ensure safe and efficient pedestrian circulation throughout OSSHP.

- **Guideline CIRC-12:** Coordinate with the City to improve the safety and quality of bike and pedestrian connections on I Street between 2nd and 3rd Street, the major gateway entering into Old Sacramento.
- **Guideline CIRC-13:** Minimize pedestrian conflicts with other modes of transportation (e.g., the excursion train, automobiles, bikes and horse-drawn streetcar) by providing pedestrian walkways, identifying shared circulation routes, and clearly identifying pedestrian and bicycle crossings, including pedestrian routes from parking lots and garages and bicycle and pedestrian crossings of the excursion train track.
- **Guideline CIRC-14:** Install relevant safety controls to ensure pedestrian safety near the excursion train station and tracks within Old Sacramento and at crossings along the length of the excursion train right-of-way.
- **Guideline CIRC-15:** Coordinate with the City to improve pedestrian access along the boardwalk,

Circulation (CIRC)

including repairing steps, installing ramps, and replacing sections of the boardwalk, where necessary.

Goals and Guidelines for the Gold Rush and Commerce Zone

Commerce Goal CIRC-1

Install a horse-drawn streetcar demonstration line of a historically accurate form of local transportation technology in OSSHP for park visitors.

- **Commerce Guideline CIRC-1:** Install a horse-drawn streetcar on rails, embedded into the ground surface and following an L-shaped route between Front Street and I Street in OSSHP, to allow visitors and opportunity to experience this 19th-century technology that preceded the cable car, street car, and light rail.
- **Commerce Guideline CIRC-2:** Ensure pedestrian, passenger, and animal safety by identifying appropriate locations for boarding the horse-drawn streetcar, dedicated gathering areas for groups, safe crossings of the horse-drawn streetcar line, and ensuring the care and maintenance of animals used with the horse-drawn streetcar.

Goals and Guidelines for the Railroad History Zone, Railroad Technology and Shops Zone, and Excursion Railroad Zone

Rail Goal CIRC-1

Study opportunities for alternative transportation, associated with the excursion train operation.

- **Rail Guideline CIRC-1:** Analyze the possible installation of bike path connections along the excursion train railroad line on State Park property to station area facilities or to facilitate other important neighborhood and regional bike linkages.
- **Rail Guideline CIRC-2:** Evaluate the use of a riverboat or other alternative transit means to allow passengers on the excursion train line(s) to return by a different mode of transportation.

Access (ACC)

Parkwide Goals and Guidelines

Access Points

Goal ACC-1:

Ensure that improvements in OSSHP include multiple access points that allow visitors to reach these facilities from various locations via a range of transportation options.

- **Guideline ACC-1:** Participate in local and regional planning efforts to ensure that planning for OSSHP contributes to the success of these projects and benefits from improvements to future transportation connections and access to Old Sacramento and the Railyards.

- **Guideline ACC-2:** Coordinate with the City and other affected jurisdictions or agencies on gateway and informational signage that should be provided to identify access points for each travel mode and provide visitors with a clear sense of arrival into OSSHP and its off-site facilities.

Goal ACC-2:

Consider accessibility in the design of all visitor facilities, and provide access to visitors with limited mobility throughout the park to the greatest extent feasible.

- **Guideline ACC-3:** Although the existing soil cement surface and boardwalks are consistent with the historic character of OSSHP, they may pose a challenge to some individuals attempting to access the site. Evaluate ground surfaces connecting the main facilities in OSSHP may hinder visitors and implement accessibility and/or surface improvements. Coordinate with the City and other applicable agencies on future improvements.
- **Guideline ACC-4:** Coordinate with the HOSF on providing a range of audio-visual equipment and technology that allows visually impaired and hearing-impaired visitors to access and enjoy programs throughout the park.
- **Guideline ACC-5:** Ensure that visitors with limited mobility are provided with adequate facilities to use water taxis and boat docks in OSSHP.

Parking (PARK)

Parkwide Goals and Guidelines

Goal PARK-1

Ensure the efficient use of existing parking resources that encourage use of public transit, bicycling, and walking to minimize the parking impacts of new development.

Parking Lots

- **Guideline PARK-1:** Coordinate with the City of Sacramento and others to install wayfinding signage to make surface parking lots easier for visitors to find and access.
- **Guideline PARK-2:** Coordinate with the City of Sacramento and others to establish shuttle service to transport visitors from off-site parking during special events.
- **Guideline PARK-3:** Coordinate with the City and others to identify alternative sites for RV parking to reduce conflicts with group tour buses using parking at the rear of the Railroad History Museum.
- **Guideline PARK-4:** Study and look at the opportunity to designate areas for volunteer parking.

Bicycle Parking

- **Guideline PARK-5:** Install lockers or other secure (Class 1) bicycle parking facility for staff and volunteers to encourage cycling to work.
- **Guideline PARK-6:** Install bicycle parking racks (Class 2) at significant destinations, potentially including the Railroad History Museum, Railroad Technology Museum, and Central Pacific Railroad Passenger Station, and Central Pacific Railroad Freight Depot.

Goal PARK-2

Coordinate with other jurisdictions and service providers to determine the best location and mix of parking facilities.

Bus Parking

- **Guideline PARK-7:** Coordinate with the City on potential opportunities for the development of additional bus parking or access on the Railyards site.

Parking Garages

- **Guideline PARK-8:** Coordinate with managers of nearby parking garages to improve access and use by visitors.

Special-Event Parking

- **Guideline PARK-9:** Analyze potential locations for off-site special-event parking and arrange use agreements with property owners/managers.

Goal PARK-3

In coordination with the City, OSBA, Downtown Partnership, and others, provide incentives for visitors to reach OSSHP by methods other than private automobile to reduce the amount of auto parking needed.

- **Guideline PARK-10:** In coordination with the City and others, continue the existing policy of parking validation for nearby parking garages to encourage visitors to park in parking garages and reduce on-street parking demand.
- **Guideline PARK-11:** Consider offering ticket price reductions for visitors able to provide proof of arrival by train, bus, water taxi, or other form of public transportation.
- **Guideline PARK-12:** Offer staff and volunteer parking discounts for participation in carpools, and use of electric and hybrid vehicles.
- **Guideline PARK-13:** Develop a program to encourage staff and volunteers to cycle or take public transit by promoting the benefits and providing incentives for cycling or taking transit to work.

4.5 CARRYING CAPACITY

4.5.1 VISITOR CAPACITY

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

VISITOR MANAGEMENT GOALS AND GUIDELINES

Goal VM-1:

Establish and implement an adaptive management process for managing visitor capacity in OSSHP in support of the General Plan's purpose and vision.

- **Guideline VM-1:** Develop measurable thresholds for the OSSHP 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.

CHAPTER

5

ENVIRONMENTAL ANALYSIS

OLD SACRAMENTO STATE HISTORIC PARK GENERAL PLAN AND EIR

Chapter 5, Environmental Analysis – Note to Reader

Chapter 5 (Environmental Analysis) is included in this Final General Plan as circulated to the public in the form of the Draft EIR between May 30, 2012 and July 16, 2012. The only update to Chapter 5 made in the December 2013 version of the document was made to reflect the change from the two park proposal included in the May 2012 version to the one park proposal in the December 2013 version. This change was made for clarification purposes only. No changes were made to any part of the analysis or any of the impact conclusions or mitigation measures.

Chapters 1 through 4 of the Final General Plan were updated in 2014 to remove the portion of the railroad right-of-way (ROW) between Land Park and the Meadowview area from the planning area. This segment was removed from this planning effort, because it is not currently owned by State Parks. The impact analysis in the DEIR included occasional movement of trains through this segment of ROW to service excursion trains for excursion line #2 between the Pocket-Meadowview area and the community of Hood, however this is no longer proposed in the General Plan.

SPECIFIC UPDATES TO THE ENVIRONMENTAL ANALYSIS

Three of the impacts discussed in the environmental analysis were specific to the portion of the ROW subsequently removed from the General Plan:

Impact Haz-4 discussed impacts related to occasional train movements within the designated safety zones of the Sacramento Executive Airport. This impact was determined to be less than significant because the General Plan contained Guideline Safe-7 addressing coordination with the Sacramento County Airport Land Use Commission on the issue. This guideline has been removed from the General Plan. With the updated version of the General Plan, no impacts with regards to airport safety zones exist, as the General Plan no longer includes activities in this particular section of the ROW.

Impact LU-3 discussed project consistency with the Executive Airport Land Use Compatibility Plan. This impact was found to be less than significant because the General Plan contained Guideline Safe-3 addressing maintaining safety along the portions of the railroad right-of-way that are within the Clear Zone for Runway 2-20 at the Executive Airport. This guideline has been removed from the General Plan, and no impacts with regards to LU-3 exist, as the General Plan in its current form does not include activities in the area in question.

Impact Noise-3 analyzed long-term noise related to rail operations from pass-by trains and horn blasts. This impact was found to be significant. Mitigation Measure Noise-2 requires restricting train speeds to less than 15 mph within one mile of any new at-grade crossing south of the zoo for servicing or operating excursion line #2. Because the General Plan no longer includes proposed train movements south of the zoo to service operations of excursion line 2,

but still includes operations of the excursion line #2, this part of the mitigation measure still applies. Mitigation Measure Noise-2 also requires that train horns and whistles not be sounded at the commencement or conclusion of travel at the proposed Sacramento Zoo stop and remains valid.

The DEIR found long-term noise impacts related to rail operations from pass-by trains and horn blasts at public at-grade crossings in the Land Park area affected by the proposed expansion of the excursion train line south of the zoo significant and unavoidable. Because the General Plan no longer includes new public at grade crossings in densely populated areas that would require horn blasts near sensitive receptors, this impact is no longer considered significant and unavoidable. The overall impact conclusion for long term operational noise therefore is less than significant with mitigation incorporated.

The DEIR did not contain any other impacts that were specific only to the segment of the ROW that has been removed from the planning area. The updated General Plan presents a slightly updated version of the preferred alternative as analyzed in the DEIR, with deviations from impact conclusions discussed above. Therefore, the Environmental Analysis remains valid in all its aspects previously studied; as a result, the DEIR was not changed and no updated or recirculated versions of the analysis are required.

Please also refer to the cover sheet, Note to Reader of the Final EIR, prepared for the response to comments that address 2014 updates to the planning area.

CHAPTER 5: ENVIRONMENTAL ANALYSIS

5.1 INTRODUCTION

5.1.1 PURPOSE OF THE ENVIRONMENTAL IMPACT REPORT

This Old Sacramento State Historic Park (OSSHP) General Plan, with all its sections, constitutes an environmental impact report (EIR), as required by California 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 State Parks and Recreation Commission (Commission). The Commission has sole authority for approval and adoption of the plan. After certification of the EIR and approval of the General Plan by the Commission, State Parks will prepare management plans and area development plans as staff and funding become available. Future projects that are within OSSHP may be subject to permitting requirements and approval by other agencies, such as the U.S. Fish and Wildlife Service (USFWS), U.S. Army Corps of Engineers (USACE), Central Valley Flood Protection Board (CVFPB), California Department of Fish and Game (DFG), or others, as applicable.

5.1.2 FOCUS OF THE ENVIRONMENTAL IMPACT REPORT

The notice of preparation (NOP) for this EIR was circulated to the appropriate federal, state, and local agencies. Comments received during scoping and throughout the planning process were considered during preparation of this General Plan and EIR. The EIR was prepared to address environmental impacts that may result from implementing the General Plan and its management goals and guidelines. Emphasis is placed on significant environmental impacts that may result from future development enabled by the General Plan and from operation of OSSHP consistent with the goals and guidelines.

5.1.3 SUBSEQUENT ENVIRONMENTAL REVIEW PROCESS

This document serves as a first-tier EIR, as defined in Section 15166 of the California Environmental Quality Act Guidelines (State CEQA Guidelines). Additional individual or site-specific projects and appropriate CEQA compliance will follow the General Plan and EIR. For those resource topics for which sufficient information was available to analyze potential impacts at the project level, future compliance may consist of implementation of the specific guidelines, mitigation measures, or permitting requirements identified in this General Plan and EIR.

5.1.4 CONTENTS OF THE ENVIRONMENTAL IMPACT REPORT

The EIR includes the following sections:

Section 5.1, "Introduction": This section includes a brief overview of the environmental review process, summarizes the focus and content of the EIR, and discusses the approach to the environmental analysis.

Section 5.2, "Summary of the Environmental Impact Report": This section presents a summary of environmental impacts associated with the proposed General Plan, and an overview of the impacts of alternatives to the preferred General Plan that were considered in the analysis.

Section 5.3, "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.

Section 5.4, "Environmental Setting": This section notes that the existing (baseline) conditions for environmental issues or resources that could be 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 in this section, as needed to support the impact analysis.

Section 5.5, "Environmental Effects Eliminated from Further Analysis": This section describes those environmental topics that did not warrant detailed environmental analysis and the supporting rationale for their elimination.

Section 5.6, "Environmental Impacts and Mitigation Measures": This section provides an analysis of the potential environmental impacts associated with implementing the proposed General Plan. Feasible mitigation measures are provided, where necessary and available, to reduce these impacts to a less-than-significant level. Significant and unavoidable impacts are also identified in this section.

Section 5.7, "Other CEQA Considerations": This section contains information on other topics for which CEQA mandates an analysis: significant and unavoidable impacts, significant irreversible environmental changes, growth-inducing impacts, and cumulative impacts.

Section 5.8, "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. It also identifies the environmentally superior alternative, in accordance with the State CEQA Guidelines.

5.2 SUMMARY OF THE ENVIRONMENTAL IMPACT REPORT

5.2.1 SUMMARY OF IMPACTS AND MITIGATION MEASURES

The OSSHP General Plan reflects State Parks' dual mandates as a steward of natural and cultural resources and the provider of recreation opportunities. Chapter 4, "The Plan," identifies goals and guidelines for management of physical and natural resources, management of cultural resources, visitor use and opportunities, interpretation and education, and park operations. The goals and guidelines contained in this General Plan (Chapter 4) seek to avoid and minimize potentially significant adverse impacts on the environment to the greatest extent possible.

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, public services, transportation and traffic, and utility and service systems is provided in Section 5.6, "Environmental Impacts and Mitigation Measures." Significant environmental impacts were identified for the topic of noise; while mitigation measures are available that would reduce some of the noise impacts identified to less-than-significant, two significant and unavoidable impacts related to noise (long term noise related to rail operations and noise related to land use) were identified. For the remainder of the topics, the specific guidelines noted in the impact analysis section for each environmental topic would avoid environmental impacts or maintain them at less-than-significant levels.

The environmental analysis prepared for the General Plan is programmatic in scope as explained above in Section 5.1.3, "Subsequent Environmental Review Process." 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 impacts of the General Plan (proposed project), the No-Project Alternative, and two additional alternatives that present different development scenarios for OSSHP. The two different development scenarios were chosen to represent the spectrum of alternatives developed during the planning process, and for their potential to avoid or reduce significant environmental effects. The alternatives analysis is found in Section 5.8, "Alternatives to the Proposed Project."

AREAS OF KNOWN CONTROVERSY

The following areas of known controversy were identified for the proposed project:

- Public access to historic buildings;
- The ability to maintain the historic integrity of buildings and grounds while upgrading infrastructure and utilities and providing for public access and public safety;
- Future use of open space area in the Gold Rush and Commerce Block;
- Lack of focus on the river's edge at Riverfront Park even though the park provides one of Old Sacramento's best views of the river and exemplifies the early historic grade in Old Sacramento before the city was raised over time;
- Effects of excursion train operations on residential areas located near the railroad right-of-way;
- Effects of excursion train operations on wildlife at Stone Lakes National Wildlife Refuge;
- Bicycle safety on the Sacramento River Parkway Multi-Use Trail adjacent to the excursion train route.

ISSUES TO BE RESOLVED

The following issues affecting OSSHP remain to be resolved:

- Lack of cohesive vision for visitor facilities in OSSHP complementary with the rest of the Old Sacramento Historic District;
- Public safety, visitor accessibility, and specific improvements to the boardwalks, street surfaces, and bike trails;
- Circulation, access, and parking.

5.3 PROJECT DESCRIPTION

5.3.1 OVERVIEW

OSSHP consists of approximately 14 acres of State Parks lands in Old Sacramento and more than 16 miles of railroad right-of-way. The park includes approximately 855 feet of river frontage along the Sacramento River from J Street to the I Street Bridge. Except for a portion of the Sacramento riverfront, OSSHP lands have been developed. Development in OSSHP consists primarily of a cluster of commercial buildings on the oldest lots in Old Sacramento, and streets and pedestrian pathways-all representing the city's historic commercial district.

The railroad right-of-way runs south from Old Sacramento for more than 16 miles. The right-of-way runs atop the Sacramento River levee for approximately 2.5 miles, then crosses over Interstate 5 (I-5) and traverses urban areas in Sacramento before entering rural areas south of the city. From the community of Freeport, the ROW extents south on a secondary levee and crosses the Cavanaugh golf course, Beach Lake complex, Stone Lakes National Wildlife Refuge, and orchards and agricultural lands near Hood.

Chapter 4 of this document constitutes the "project description" of the General Plan and presents the overall long-range purpose and vision for the OSSHP. The management goals and supporting guidelines listed in Chapter 4 are designed to address the critical planning issues identified during the planning process and to mitigate any adverse environmental impacts of development, management, and uses that would be permitted at OSSHP.

OSSHP is defined by management zones with distinct characteristics, goals, and opportunities. Management zones identified for OSSHP include the Riverfront zone, Gold Rush and Commerce zone, Railroad History zone, Railroad Technology and Shops zone, and the Excursion Railroad zone. Management zones for OSSHP are defined by their features, distinct resources, interpretive purposes and character, desired visitor experiences and uses, and operation and management needs. Exhibit 4-1, "General Plan Management Zones," in Chapter 4 shows the approximate location and extent of each management zone. Brief description of the management zones for OSSHP and their respective purpose, cultural and natural resource values, desired visitor experience and uses, access, and facilities are included in Table 4-1, "OSSHP Management Zones."

5.3.2 PROPOSED LAND USE AND FACILITIES

OSSHP is located in the Downtown Sacramento Central Business District in the City and County of Sacramento. Uses and facilities in OSSHP are located on the north side of Old Sacramento. Railroad uses and facilities straddle two historic districts, Old Sacramento and the Central Shops Historic District on the former Southern Pacific/Central Pacific Railroad yards (Railyards) site (Exhibit 4-1). Exhibit 4-2, "Conceptual Master Plan," shows the land uses and facilities proposed for implementation in OSSHP over a time frame of approximately 20 years. Proposed facilities within OSSHP, as shown in Exhibit 4-2, are described below.

OLD SACRAMENTO STATE HISTORIC PARK

GOLD RUSH AND COMMERCE ZONE

The Gold Rush and Commerce zone encompasses the earliest lots in Sacramento, interpreting the city's early Gold Rush-era history; the raising of the city's streets; early commercial development, consistent with the time period of structures represented in Old Sacramento, dating between 1840 and 1870; and early communication and transportation technology via stage lines and horse drawn vehicles, the Pony Express, and telegraph. The Gold Rush and Commerce zone for OSSHP includes the existing B. F. Hastings Building and Pony Express plaza at 2nd and J streets; the Gold Rush and Commerce block on Front Street; and the structures surrounding it, which include the Big Four Building and N. Dingley's Steam Coffee and Spice Mill (Dingley Spice Mill Building) on I Street. OSSHP will also continue to celebrate historic methods of transportation in use in the Sacramento region during the Gold Rush, including the operation of a horse car loop through Old Sacramento. Some of the main facilities in the Gold Rush and Commerce Area are described below.

- The **1849 Scene/Gold Rush and Commerce Block** is currently a large open grass knoll that includes several reconstructed Gold Rush–era commercial buildings. The General Plan proposes to recreate the 1849 Scene as a restored historic commercial block called the Gold Rush and Commerce Block, with buildings facing Front, I and J Streets. The block would include at least three levels: an underground level with guided and self-guided archaeological tours of the original street level; commercial street frontage on the current ground-floor level; and commercial, office, and hotel functions on the floor(s) above.
- The **Big Four Buildings** consists of the **Big Four Building** and **Dingley Spice Mill Building.** The Big Four Building, which fronts onto I Street and is located near the Railroad History Museum, houses the Huntington, Hopkins & Company Hardware Store and the Stanford Hall. The Dingley Spice Mill Building, adjacent to the Big Four Building, is the original Nathaniel Dingley Steam Coffee and Spice Mill, built in 1859 after the previous building burned in December of 1858. Proposed improvements to the Big Four Buildings envision the use of the Stanford Hall as an exhibit space for interpreting the Gold Rush story and significance of the Big Four Buildings in connection with the Gold Rush and Commerce Block and the development of an interpretive coffee shop concession at the Dingley Spice Mill Building.

- The **B. F. Hastings Building**, at the corner of 2nd and J Streets, has housed many occupants, including its namesake, Hastings and Company Bank in 1853 and Wells Fargo and Company from 1854 through 1857. The Alta Telegraph Company and its successor, the California State Telegraph Company, also were building occupants at one time. Furthermore, the building was the western terminus of the Pony Express.
- The Wells Fargo History Museum now occupies part of the first floor. The California Supreme Court occupied the second floor of the building from 1855 through 1857 and again from 1859 through 1869, when the State Capitol building was being completed. The second floor currently is being renovated and is closed to the public; it will reopen as a museum for public access once renovation is complete.
- The route of the Pony Express Trail is celebrated at the **Pony Express Plaza** at the corner of 2nd and I Streets. From 1860 through 1861, the **Pony Express Trail** passed through Old Sacramento and terminated at the B. F. Hastings Building. Mail conveyed by the Pony Express then was loaded onto boats, bound downriver for San Francisco. This small plaza features a grassy area, seating, and shade trees, and is home to the Pony Express Statue, sculpted by Thomas Holland.
- The General Plan proposes the park retain its existing use but be enhanced with more seating areas, picnic tables, and drinking fountains. Furthermore, interpretation of the Pony Express Trail would be enhanced by identifying its route along I Street to the Sacramento River waterfront, using signage and interpretive materials.
- **Horse-drawn services** were a popular form of public transit common during the mid- to late-19th century. Although a privately operated horse-drawn carriage service is available in greater Old Sacramento, a new horse car service would follow a loop along 2nd Street, I Street, Front Street, and L Street. The horse cars would run in the middle of the streets, in a designated, embedded track.

RIVERFRONT ZONE

The Sacramento Riverfront area, located between the I Street Bridge to the north and the Tower Bridge to the south, includes docks and open space that provide access to and views of the Sacramento River. Property within the area is under City of Sacramento (City), State Parks, and private ownership.

The vision for the riverfront area includes consistent design and programming that would allow the visitor to travel along an interpretive route, providing a view into the city's historic relationship with the river. The route would guide visitors toward several local attractions, providing an interconnected experience with destinations including the Crocker Art Museum, the Railyards, and Discovery Park in Sacramento, and Raley Field and the California Indian Heritage Center in West Sacramento.

Physical improvements would include visitor amenities that would improve the appearance and comfort of the riverfront, such as additional seating, signage, and shade trees. Pedestrian and bicycle circulation improvements would be installed at several junctures along the riverfront, to

ensure safe crossings of the railroad tracks and enhance accessibility. The primary interpretive features in the riverfront area and the proposed improvements within OSSHP are discussed below.

- A proposed **new dock**, extending from J Street to approximately the I Street Bridge, would substantially expand boat moorage along the Sacramento River. The dock would expand the availability of water transportation to connect destinations on both sides of the Sacramento River. The boat dock would be intended for use primarily by water taxis and other public-access boats, as well as historic ships that may be on display. Moorage by private recreational vessels would be restricted to identified locations on the dock. The dock would also allow OSSHP to expand its interpretive mission by providing visitors with an additional opportunity to experience the river's natural and cultural history. Remains of a historic embarcadero, located at approximately the same site during the mid-19th century, would be another example of the layered history in Old Sacramento.
- The remains of **sunken ships** are located at the foot of I and J Streets along the riverfront area. These ships were used as floating docks, hotels, for warehouses, and even as a jail. One of these ships was the *LaGrange*, a three-masted bark that arrived in Sacramento in October 1849 and served as a prison until it sunk during a storm in 1859. Remains of the *LaGrange, near the foot of I Street* include hull planks, floor frames, some copper sheathing, curved timbers, and a keelson. Some timbers are visible just above the waterline during low flow periods of the Sacramento River. Near the foot of J Street is the wreck of the brig *Sterling* which served as a floating warehouse and sank while moored at the foot of I Street in 1854.
- Interpretive exhibits would highlight these and other sunken Gold Rush-era ships, including their many uses during the early days of Sacramento's embarcadero.
- The **display of historic ships** would be accommodated on a temporary or permanent basis at the proposed OSSHP dock. Emphasis would be placed on seeking ships that would recreate historic Sacramento River commerce and transport. However, ships of general historic interest also would be encouraged, such as sailing ships including the brig *Lady Washington* and the ketch *Hawaiian Chieftain*.
- **Riverfront Park** would provide better access to and along the river, afford enhanced views, and make the waterfront an integral part of OSSHP, including enhancing its natural setting along the river.

  The Sacramento River Parkway Multi-Use Trail would be extended through Riverfront Park, along the river and through Old Sacramento in coordination with the City, providing additional bike and pedestrian access. To improve bicycle and pedestrian safety, I Street would be enforced as a walk only zone after a safer, alternative bicycle route has been established, and trail traffic would be rerouted to the safer alternative bike route. Clearly marked pedestrian crossings would be installed over the excursion train tracks and boardwalk, to improve safety and assist mobility-impaired individuals in reaching the waterfront.

To improve the visual aesthetics of the area, the walls and fencing would be replaced where possible with a consistent barrier (such as bollards) that would provide safety while allowing unobstructed views of the Sacramento River. Remnants of former structures without historic significance would be removed, while those of historic interest would be interpreted.

RAILROAD HISTORY ZONE

The Railroad History zone tells the story of the railroad, its history, innovation, role in transforming the region, and connecting the Pacific Coast with the Atlantic Coast. This management zone includes artifacts, interpretive collections, and railroad equipment and facilities including the Freight Depot, Passenger Station, and the RHM

- The Railroad History Complex receives more than half a million visitors per year and includes the existing Railroad History Museum; the Central Pacific Railroad Passenger Station (Passenger Station); the Central Pacific Railroad Freight Depot (Freight Depot); and a turntable on Front Street.
- The RHM is located near 2nd and I Streets. The RHM houses displays that include restored railcars and engines that can be viewed and, in some cases, boarded by visitors (such as the dining car that features railroad china).
- The façade of the RHM would be redesigned to present a more historically accurate appearance. A school and tour group entrance would be added to the east side of the building (2nd Street) to facilitate entry to the building.
- The Central Pacific Railroad Passenger Station (Passenger Station), located on Front Streets near its intersection with J Street, is a reconstruction of the station's appearance as the terminus of the first transcontinental railroad. The existing building represents the development of station construction and improvements that began in 1868 and included the addition of a refreshment stand for concessions in 1873.
- Improvements to the station would include an expanded boarding platform for the excursion train line, restrooms, and opening a restaurant concession, similar to the Silver Palace Restaurant that once operated on the site.
- The Central Pacific Railroad Freight Depot, located on Front Street between J Street and K Street, is a reconstruction of the original wood frame building, constructed in the mid-1860s. The building served as the principal freight depot for goods carried by rail, river boat, and wagon until 1880. The Freight Depot includes interpretive exhibits and serves as the boarding area for the excursion train line. A portion of the existing depot includes the Old Sacramento Public Market, although contracts with its vendors are slated to end soon.

  The Freight Depot would be enhanced by a historically accurate reconstruction, removing the public market additions. Passenger ticketing and boarding for the excursion train line would be moved to the Passenger Station. Additional interpretive exhibits describing the natural history of the Sacramento–San Joaquin Delta (Delta) would be added.

RAILROAD TECHNOLOGY AND SHOPS ZONE

The Railroad Technology and Shops Zone tells the story of the railroad, from the perspective of the engineers and artisans that restore and repair the historic locomotives and passenger cars and through interactive exhibits that explain the science, engineering, and innovation in railroad technology. This area includes artifacts, interpretive collections, and railroad equipment and facilities, including the proposed RTM (Boiler Shop, Erecting Shop, turntable, transfer table, and firing line) on the Railyards property. With additions and enhancements proposed under the General Plan, OSSHP would include the premier railroad museums in the state.

- The proposed **Railroad Technology Complex** would include a new Railroad Technology Museum facility utilizing existing buildings located in the Railyards north of OSSHP to serve as an expansion of the RHM. The Railroad Technology Museum would occupy the former Southern Pacific Railroad Boiler Shop and Erecting Shop, in a combined area of approximately 152,000 square feet. Both buildings have been subject to clean-up of contamination and are being rehabilitated under the *Secretary of the Interior's Standards for Rehabilitation of Historic Buildings*.

  The Boiler Shop (and three associated parcels that include the railroad's firing line, turntable, and transfer table) would be rehabilitated to enable the public to watch artisans restore historic railcars, locomotives, and equipment. The Erecting Shop would be restored to house the formal Railroad Technology Museum, galleries with displays interpreting railroad science and engineering.

EXCURSION RAILROAD ZONE

The current excursion train line, operated in Old Sacramento, runs on the historic right-of-way of the Sacramento Southern Railroad. This train line is owned and operated by State Parks; excursion trains operate on weekends from April through September, with special train operations between October and December. Tickets may only be purchased at the Freight Depot, where passengers board. The trains make a 6-mile round trip along the levee.

State Parks proposes an expansion of the excursion train line to include two routes.

- **Train Line #1** would utilize the existing route, beginning at Old Sacramento, but would be extended to the Sacramento Zoo, with proposed stops at the Crocker Art Museum, Miller Park, and the site of the former Riverside Baths near Land Park (the current turnaround location). Round trips to the zoo would be offered, originating in Old Sacramento only.
- **Train Line #2** would run between a new station in the Pocket/Meadowview area and the town of Hood on the Sacramento River. Train Line #2 would host wildlife viewing trains and themed excursions, with food service including brunch or dinner. Train Line #2 could be timed to offer a riverboat interface, with potential service at Freeport and Hood.

Much of the right-of-way needed for these two proposed excursion lines is already owned by State Parks. The right-of-way between the Sacramento Zoo and Meadowview is owned by the

Sacramento Regional Transit (RT) District. No regular train traffic would occur between the zoo and the Meadowview area.

VISITOR EXPERIENCE

Improvements to the visitor experience would enhance the sense of arrival to the parks through the addition of clearly marked gateways and increased availability of signage and information to direct the visitor within OSSHP. The primary proposed improvements to the visitor experience in OSSHP are described below.

- **Visitor gateways or major centers** into OSSHP will be clearly identified with a monument sign or kiosk. Monument signs and kiosks identify the park name or place. In addition, visitor kiosks provide information, such as maps of the park facilities and points of interest; sample itineraries; a calendar and summary of activities and events offered within Old Sacramento and the Central Shops; and references to nearby facilities of interest in the Sacramento area. Gateway monument signs or kiosks are to be further coordinated with the City and are proposed at the following locations:
    - The proposed dock, where visitors using water taxis would enter OSSHP from the Sacramento River
    - The Sacramento River Parkway Multi-Use Trail, where it enters OSSHP from the north
    - The Underground Tunnel, at an entry to OSSHP from the north and entry to the Railroad Technology Museum from the south
    - 2nd and I Streets, at an eastern OSSHP entry point
    - At the proposed boarding area for the excursion train at the restored Passenger Station on Front Street
- Directional or wayfinding signage will also be provided, in coordination with the City, to guide visitors to key resources and points of interest within OSSHP, Old Sacramento, and Central Shops Historic District.
- Because facilities and special resources in OSSHP, such as Pony Express Plaza, the B. F. Hastings Building, and the Railroad Technology Complex are dispersed in several locations, identification signs at these locations can be designed to be less elaborate signage, used to identify them as OSSHP facilities.

5.4 ENVIRONMENTAL SETTING

Existing conditions that characterize OSSHP, including the important resource values within the parks and the larger regional planning context, are described in Chapter 2, “Existing Conditions.” Additional setting information is provided by specific resource topic, where needed, in Section 5.6, “Environmental Impacts and Mitigation Measures.”

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 on these resources, resulting from implementation of the General Plan. A brief rationale for their elimination is provided for each respective topic.

5.5.1 AGRICULTURAL AND FORESTRY RESOURCES

OSSHP are located on land in the City of Sacramento that is occupied by existing urban development. The site does not support agricultural production or 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. General Plan implementation also 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 of these topics is required.

5.5.3 PALEONTOLOGICAL RESOURCES

No known paleontological resources have been documented on the site. The alluvial materials that underlie the site are Holocene deposits (i.e., less than 11,000 years old) (CDMG 1999). These deposits are of recent geologic age and would not be expected to contain fossilized organisms. Therefore, no impact on paleontological resources would occur as a result of implementation of the General Plan. No further discussion of this topic is required.

5.5.4 POPULATION AND HOUSING

Implementing the General Plan would not involve development of new housing, nor would it displace existing housing or populations. All new construction would consist of historic buildings reconstructed for use in interpretive programs in OSSHP. Some structures would be reused and rehabilitated on the Railyards site. Others would consist of boarding platforms for the excursion train, to be located at intermediate stops between Old Sacramento and the Sacramento Zoo for Train Line #1, and at the new station in the Pocket/Meadowview area, with a possible intermediate stop between that station and the town of Hood, for Train Line #2. No further discussion of this topic is required.

5.5.5 RECREATION

Implementation of the General Plan would increase recreational opportunities in Sacramento and the surrounding region. The General Plan would not cause an increase in population that would increase demand for recreational facilities. The General Plan would involve expanding

and improving existing state park facilities, the physical effects of which are addressed in this chapter under the relevant resource topics. Therefore, further discussion of this topic is not required.

5.6 ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES

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 OSSHP in a way that is most appropriate to fulfill the park vision and State Parks mission (Section 1.8.1, "Planning Hierarchy"). With application of the General Plan's goals and guidelines, the plan would be largely self-mitigating.

5.6.1 AESTHETIC RESOURCES

INTRODUCTION

This section analyzes impacts related to aesthetic resources that would result from implementing the General Plan. Aesthetic resources include scenic characteristics within viewsheds and viewscapes that add to the visual resources of an area. The existing visual character of an area is determined by the attributes of site-specific features (such as color, form, and texture) and by the patterns of those features as a result of natural processes and human influences. The visual character is also influenced by adjacent views outside of the site and atmospheric effects.

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; or

- create a new source of substantial light or glare that would adversely affect day or nighttime views in the area.

OSSHP 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 OSSHP is moderately high, with scenic vistas of the Sacramento River and River Walk Park across the river in the city of West Sacramento. Scenic vistas from River Walk Park in West Sacramento and from the Tower Bridge include the riverfront in OSSHP and greater Old Sacramento (see Photos 12 and 13 in Section 2.3.4, "Aesthetic Resources"). The visual resources within OSSHP and the adjacent Old Sacramento Historic District and Central Shops Historic District combine to provide scenic street views. Views to the west from along I Street provide a striking visual contrast between the reconstructed historic buildings in the foreground and modern high-rise buildings in West Sacramento (Section 2.3.4, Photo 1).

Implementing the General Plan would provide additional points of interest within OSSHP and along the waterfront, and would improve access to the waterfront, thereby increasing opportunities for the public to enjoy views of the river. Because the General Plan's interpretive and educational goals and guidelines state that building design and construction would be consistent with existing structures nearby (River Goal INT-1, Rail Goal INT-1, Commerce Guideline INT-2, and Rail Guidelines INT-1 and INT-4), the alteration of views is not considered an adverse effect on any scenic vista.

In the Sacramento Riverfront area, expanding excursion train operations would increase opportunities for the public to view areas along the railroad right-of-way. The proposed excursion Train Line #2 from the Pocket/Meadowview area to the town of Hood would open up opportunities for the public to view scenic vistas and natural areas of Stone Lakes National Wildlife Refuge and adjacent riparian and rural landscapes (Section 2.3.4, Photos 10 and 11).

Expansion of the excursion Train Line #1 to the Sacramento Zoo is proposed by the General Plan; the railroad right-of-way is located on the Sacramento River levee, then crosses over I-5 and is located on an embankment. The embankment is vegetated with Himalayan blackberry and a mix of native and nonnative shrubs and is elevated above the surrounding area. The railroad embankment does not present residents in adjacent areas with scenic vistas and no alterations to the railroad embankment would occur.

Loading-platform structures would be required for the excursion train at planned stops. The locations and appearance of these structures have not been determined; however, Guideline FAC-10 requires that excursion train support structures be designed to fit in with the surrounding area. No substantial changes to scenic vistas would result from extending the excursion train route to the Sacramento Zoo, or as a result of improvements to the railroad

right-of-way and operations of the excursion Train Line #2 between the Pocket/Meadowview area and the town of Hood. This impact would be **less than significant**.

Impact AES-2: Degradation of the Existing Visual Character or Quality of the Site and Its Surroundings.

The General Plan would provide for additional interpretation of points of historic interest within OSSHP. Buildings would be designed and constructed to conform to the historic character of the interpretive period for OSSHP, consistent with existing buildings within OSSHP and the adjacent Old Sacramento Historic District (Commerce Goal INT-1 and Commerce Guideline INT-2).

The Gold Rush and Commerce zone would include structures representing buildings, dating between 1840 and 1870, to be developed on the grassy area bordered by Front Street, I Street, and J Street (Photos 1 and 2, below). The General Plan proposes a restored historic commercial block (to be known as the Gold Rush and Commerce block), with buildings facing Front Street. The block would include at least three levels: a Gold Rush history and archaeology underground level, with opportunities to display the archaeology and artifacts found on-site and expand the facilities visited on the existing Old Sacramento Underground Tours that interpret the City's original street elevation and raising; commercial street frontage on the ground-floor level; and potentially, commercial, office, and hotel functions on the floors above. Because building design and construction would be consistent with existing structures nearby, and would increase the number of points of historic and visual interest in OSSHP, alteration of views is not considered an adverse effect on any scenic vista.

Photo 1: *View from I Street of 1849 Scene location (site of proposed Historic Scene)*

Photo 2: *View of 1849 Scene location from Pioneer Park on J Street*

In the Riverfront Zone, proposed physical improvements include visitor amenities that would improve the appearance and comfort of the riverfront, such as additional seating, signage, and shade trees. Pedestrian and bicycle circulation improvements would be installed at several locations along the riverfront to ensure safe crossings of the railroad tracks and enhance accessibility. These improvements would be consistent with and would enhance the visual character of OSSHP.

Extending the existing excursion train route to the Sacramento Zoo would extend rail operations onto the portion of the railroad right-of-way located between I-5 and Sutterville Road. The railroad right-of-way is located on an elevated embankment; area residents would have views of the train as it moves along the tracks on the embankment, which is elevated above the surrounding area. The embankment is vegetated with Himalayan blackberry and a mix of native and ruderal vegetation. Views of the railroad embankment from adjacent areas are of low quality; the embankment does not provide visually interesting patterns or features, except perhaps the seasonal changes in vegetation. The railroad embankment would not be altered except for vegetation management, which would result in minor alterations to the visual character of the area. Vegetation management is currently ongoing and vegetation management during implementation of the General Plan would be similar to current management.

In the Sacramento Southern Railroad area, expanding excursion train operations to include Train Line #2 would increase opportunities for the public to view natural areas along the railroad right-of-way south of Meadowview Road. Improvements to the railroad right-of-way and to loading platforms and passenger waiting areas would be needed to serve the excursion trains. The locations and appearance of these structures have not been determined; however, Guideline FAC-10 requires that excursion train support structures be designed to fit in with the visual character of surrounding area. No substantial changes to visual character would occur along the railroad right-of-way. This impact would be **less than significant.**

Impact AES-3: Increase in Light and Glare.

Light and glare conditions resulting from implementation of the General Plan would be similar to existing conditions. OSSHP are located in urban areas with numerous sources of light and glare from nighttime lighting (street lights, security lighting) and daytime glare from window glass and cars. There would be no routine nighttime operations on the excursion train lines, as nighttime operation would be limited to occasional special events. Security lighting would be required at buildings and platforms associated with the excursion trains. Guideline FAC-12 requires lighting practices to ensure placement of exterior lights to minimize glare, obtrusive light, light trespass, and upward-directed wasted light. Sodium vapor lighting would not be allowed in OSSHP. This impact would be **less than significant**.

5.6.2 AIR QUALITY

INTRODUCTION

This section analyzes impacts related to air quality and greenhouse gases (GHGs) that would result from implementing the General Plan.

ENVIRONMENTAL SETTING

OSSHP are located in the city of Sacramento, which for purposes of air quality regulation is within the jurisdiction of the Sacramento Metropolitan Air Quality Management District (SMAQMD). SMAQMD 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. SMAQMD develops rules, regulations, policies, and goals to comply with applicable legislation. Although U.S. Environmental Protection Agency (EPA) regulations may not be superseded, both state and local regulations may be more stringent. Applicable regulations associated with criteria air pollutants, toxic air contaminants (TACs), 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 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, which 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 of the total annual precipitation falls during the winter rainy season (November–February). The average winter temperature is a moderate 49 degrees Fahrenheit (°F). During the summer, temperatures range from 50°F to more than 100°F. The inland location and surrounding mountains shelter the area from many 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 OSSHP. 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), resulting 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 $PM_{2.5}$, respectively), and lead. Because these are the most prevalent air pollutants known to be deleterious to human health, and extensive documentation addresses 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 2011a).

Ozone, PM_{10}, and $PM_{2.5}$ concentrations are measured at Sacramento's T Street air-monitoring 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 OSSHP. AAQS were exceeded for ozone for 7, 3, and 0 days for the years 2008, 2009, and 2010, respectively. AAQS were exceeded for PM_{10} for 0 days for the years 2008, 2009, and 2010. AAQS also were exceeded for $PM_{2.5}$ for 15, 3, and 0 days for the years 2008, 2009, and 2010, respectively (ARB 2011b).

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 and associated health risk may pose a threat to public health even at low concentrations.

In addition, naturally occurring asbestos, which was identified as a TAC by ARB in 1986, 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 (now known as the California Geological Survey), naturally occurring asbestos would not be present on the OSSHP 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 are 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) exist within 2 miles of OSSHP.

GREENHOUSE GASES

Certain gases in the earth's atmosphere, classified as 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, nitrous oxide, 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 OSSHP include recreationists on-site and residences along new and expanded train routes between OSSHP and the Sacramento Zoo and between the proposed Pocket/Meadowview Station and the town of Hood, within approximately 200 feet of the OSSHP site and/or train tracks.

REGULATORY SETTING

CLEAN AIR ACT OF 1963, AS AMENDED

The federal government first adopted the Clean Air Act (CAA) (U.S. Code [USC] 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 (CAAA) 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.

EPA is 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 whether they conform to the mandates of the CAA and its amendments and whether implementing 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. If the air district fails to submit an approvable SIP or to implement the plan within the mandated time frame, sanctions may be applied to transportation funding and stationary sources of air pollution in the air basin (i.e., distinct geographic region).

Pursuant to the CAA, state and local agencies are responsible for planning for attainment and maintenance of the NAAQS. EPA classifies air basins as either attainment or "nonattainment" 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. SMAQMD and ARB are the responsible agencies for providing air quality attainment plans and for demonstrating attainment of these standards within the project area.

FEDERAL CRITERIA AIR POLLUTANTS

As discussed above, EPA implements national air quality programs, with air quality mandates drawn primarily from the federal CAA. 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).

SMAQMD attains and maintains air quality conditions in Sacramento 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 SMAQMD includes the preparing plans for the attainment of AAQS, adopting and enforcing rules and regulations concerning sources of air pollution, and issuing permits for stationary sources of air pollution. SMAQMD 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 CAAA, and the CCAA.

The current version of SMAQMD's *CEQA Guide to Air Quality Assessment* (Guide) (SMAQMD 2009) was released in December 2009. The Guide is an advisory document that provides lead agencies, consultants, and project applicants with uniform procedures for addressing air-quality and GHG impacts in environmental documents. All projects are subject to adopted SMAQMD rules and regulations in effect at the time of construction.

ODORS

Neither the state nor the federal government has adopted any rules or regulations for the control of odor sources. However, SMAQMD has adopted Rule 402, which 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 (Chapter 488, Statutes of 2006, enacting Health and Safety Code Sections 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 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 CO_2 equivalent emissions can be reduced annually through sustainable forestry measures. The Proposed Scoping Plan was approved by ARB on December 12, 2008. Chapter 6 of the Guide recommends that projects disclose and reduce GHG emissions to the extent feasible and comply with the intent of AB 32 (SMAQMD 2009).

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

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 AAQS (including releasing emissions that exceed quantitative thresholds for ozone precursors),
- expose sensitive receptors to substantial pollutant concentrations, or
- create objectionable odors affecting a substantial number of people.

Implementing the General Plan would have a significant impact related to GHGs 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, although they have the potential to result in a significant impact on air quality. The General Plan would be implemented over time as funding becomes available. Several projects would require minor construction activity, such as building upgrades, road surface improvement, and riverfront

enhancement, and would not result in substantial temporary emissions. A limited number of projects could involve more extensive construction, such as developing the Gold Rush and Commerce Zone and additional structures within the Excursion Railroad Zone. These plans or projects would include standard control measures, as required by SMAQMD, to limit emissions to less-than-significant levels. Goals AQ-1 and AQ-2 and associated Guidelines AQ-1 through AQ-12 in the General Plan outline standard control measures to be included in future projects involving construction. Therefore, this impact would be **less than significant**.

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 who would travel to the proposed components of the General Plan, though greater than the current number, would not be expected to be of a magnitude that would alter general traffic patterns on local roadways. Project-generated, regional area- and mobile-source emissions of ROG, NO_X, CO, PM, and CO_2 were modeled using the URBEMIS 2007 Version 9.2.4 computer program (Rimpo and Associates 2008). This modeling was based on proposed land use types and sizes as described in the project description; trip generation data from Section 5.6.11, "Transportation and Traffic"; and default URBEMIS model settings. The trip generation rates input into the URBEMIS model assume that the proposed project would operate at full capacity, resulting in approximately 2,219 associated daily vehicle trips.

In addition to emissions from stationary sources and vehicle trips, new and expanded train operations would also result in increased emissions associated with the General Plan. Emissions from proposed train operations were calculated using emission factors developed by EPA for diesel-powered locomotives. Emissions related to train operations are presented in Table 5-1.

Table 5-1 summarizes the modeled, project-generated, operational emissions of criteria air pollutants and ozone precursors under project buildout conditions in 2013. As summarized in Table 5-1, project operation during 2013 would result in daily unmitigated emissions of approximately 24 lb/day of ROG, 35 lb/day of NO_X, 367 lb/day of CO, and 7 lb/day of PM_{10}. Air pollutant emissions from mobile and area sources would be minimal and below SMAQMD numeric thresholds (65 lb/day of ROG and NO_X). This impact would be **less than significant.**

Impact AQ-3: Exposure to Toxic Air Contaminants (TAC).

Implementing the land uses proposed in the General Plan would not result in the generation of substantial TAC emissions. Project construction, including site preparations and building construction, would result in short-term generation of diesel exhaust emissions from the use of off-road diesel equipment required for site grading and other construction activities. Additional train trips associated with expanded rail operations would also incrementally increase diesel exhaust emissions. Diesel PM was identified as a TAC by ARB in 1998. The potential cancer risk from the inhalation of diesel PM, as discussed below, outweighs the potential for all other health impacts. The dose to which the receptors are exposed (a function of concentration and duration of exposure) is the primary factor used to determine health risk (i.e., potential exposure to TAC emission levels that exceed applicable standards). It should be noted that the

Table 5-1: Project Related Air Pollutant Emissions					
	ROG	NOX	CO	PM	CO2a
Train Emissions					
Pounds per Day	11.25	20.41	193.93	4.93	–
Tons per Year (maximum of 378 annual train trips)	0.24	0.44	4.19	0.11	105.61
Vehicle Emissions					
Pounds per Day	12.41	14.81	171.63	2.37	–
Tons per Year (maximum of 2,219 daily trips)	2.33	3.15	29.89	0.44	2770.74
Area Source Emissions					
Pounds per Day	0.12	0.02	1.55	0.02	–
Tons per Year	0.01	0.00	0.14	0.00	0.23
Total Emissions					
Pounds per Day	23.78	35.24	367.11	7.32	–
Tons per Year	2.58	3.59	34.22	0.55	2876.57
SMAQMD Thresholds of Significance (Pounds per Day)	65	65	–	–	–

Notes: CO = carbon monoxide, CO2 = carbon dioxide, NOX = oxides of nitrogen, PM = particulate matter, ROG = reactive organic gases

[a] CO_2 emissions reported in metric tons.

Source: Data modeled by AECOM; see Appendix F for complete results.

majority of diesel PM in the project area is attributable to existing traffic along I-5. According to the Office of Environmental Health Hazard Assessment, health-risk assessments, which determine the exposure of sensitive receptors to TAC emissions, should be based on a 70-year exposure period; however, such assessments should be limited to the period/duration of activities associated with implementation of a project (Salinas, pers. comm., 2004).

The potential sensitive-receptor exposure period related to implementation of the General Plan would be short and much less than the 70-year exposure period (construction emissions would be finite and excursion trains would operate seasonally and only 2 days per week, for less than 8 hours each day). In addition, diesel PM is highly dispersive and studies have shown that measured concentrations of vehicle-related pollutants, including ultrafine particles, decrease dramatically within approximately 300 feet of the source (Zhu et al. 2002). The use of equipment would be short, intermittent, and seasonal. For this reason, combined with the dispersive properties of diesel PM, and because primary construction activities would not be active within 300 feet of sensitive receptors for a substantial length of time, construction- and operations-related TAC emissions would not be anticipated to expose sensitive receptors to substantial pollutant concentrations. To verify this, air quality dispersion modeling was conducted using the U.S. EPA-approved Lakes Environmental AERMOD View dispersion model (version 6.8.6) to determine the concentration levels from train emissions at existing nearby sensitive receptors. The Office of Environmental Health Hazard Assessment (OEHHA) Air Toxics Hot Spots Program Risk Assessment Guidelines were used to evaluate potential health risk associated with operation of the train (OEHHA 2003). In addition to emission rate information, all air dispersion modeling was based on

hourly pre-processed meteorological data obtained through AERMOD for Sacramento Executive Airport, assumed 6 months of weekend operation from 10:00 a.m. to 5:00 p.m., and assumed flat terrain with a train emission height of 5 meters above area receptors (3 meters in height of the train stack, and 2 meters in height from the elevated track).

Carcinogenic risks and potential chronic non-cancer health effects from inhalation exposure at individual sensitive receptors, including nearby residences, schools, and worker sites were assessed using the dispersion modeling results and numerical values of toxicity provided by OEHHA (OEHHA 2003). Because diesel PM does not have published toxicity factors for short-term (acute) exposure, only potential long-term health impacts were evaluated. It should be noted that SMAQMD has established an incremental cancer risk threshold of greater than 10 in one million and a Hazard Index (HI) greater than 1 at any off-site receptor for stationary sources. These thresholds assess both the project-specific impact as well as the potential for a particular project to contribute to a potential cumulative impact. A summary of maximum cancer risk and non-cancer health impacts values is shown in Table 5-2. Dispersion modeling results are presented in Exhibit 5-1 and detailed train emission calculations are included in Appendix F.

Residential locations evaluated for health risk impacts include the residential structures located along Darnel Way, Sherburn Avenue, Aidan Avenue, San Mateo Way, 14th Avenue, and 12th Street. Of the residential locations evaluated within the vicinity of the project, the incremental increase in cancer risk at the Maximum Exposed Individual Receptor (MEIR) was determined to be 0.4 in 1 million (Table 5-2). The HI for increased non-cancer chronic risk at the MEIR was determined to be 0.05 (Table 5-2). Both the MEIR for increased cancer risk and highest HI for non-cancer chronic risk occurred at an existing residence on Darnel Way located west of the proposed rail line.

As shown in Table 5-2, increased cancer risk at the Maximum Exposed Individual Worker (MEIW), based on worker exposure assumptions, was determined to be 0.4 in one million. This worker receptor is located at the Holy Spirit Catholic School. The HI for increased noncancer chronic risk at the MEIW was 0.1.

To evaluate the increase in potential health risk impacts to children that attend the Holy Spirit Catholic School the 9-year exposure scenario recommended by OEHHA to estimate health risk for children was used. This exposure scenario accounts for the higher breathing rate to body mass ratio of a child compared to an adult and is appropriate for use in estimating exposure to children. The Maximum Exposed Individual Child (MEIC) was determined to be 1.6 in 1 million (Table 5-2). The HI for increased non-cancer chronic risk at the MEIC was determined to be 0.1 (Table 5-2). It should be noted, however, that children are unlikely to be exposed to this level of emissions from the train since the excursion train would operate mainly on weekends, when children would not be present at the school. The results of the dispersion modeling are shown in Exhibit 5-1.

As shown above, the projected incremental increases in health risks at the nearest and consequently all receptors would be less than the established significance thresholds for cancer and non-cancer health risks. Therefore, implementation of the General Plan would not be expected to result in additional human health risks and potential health-related effects, nor

Exhibit 5-1: Dispersion Modeling Results

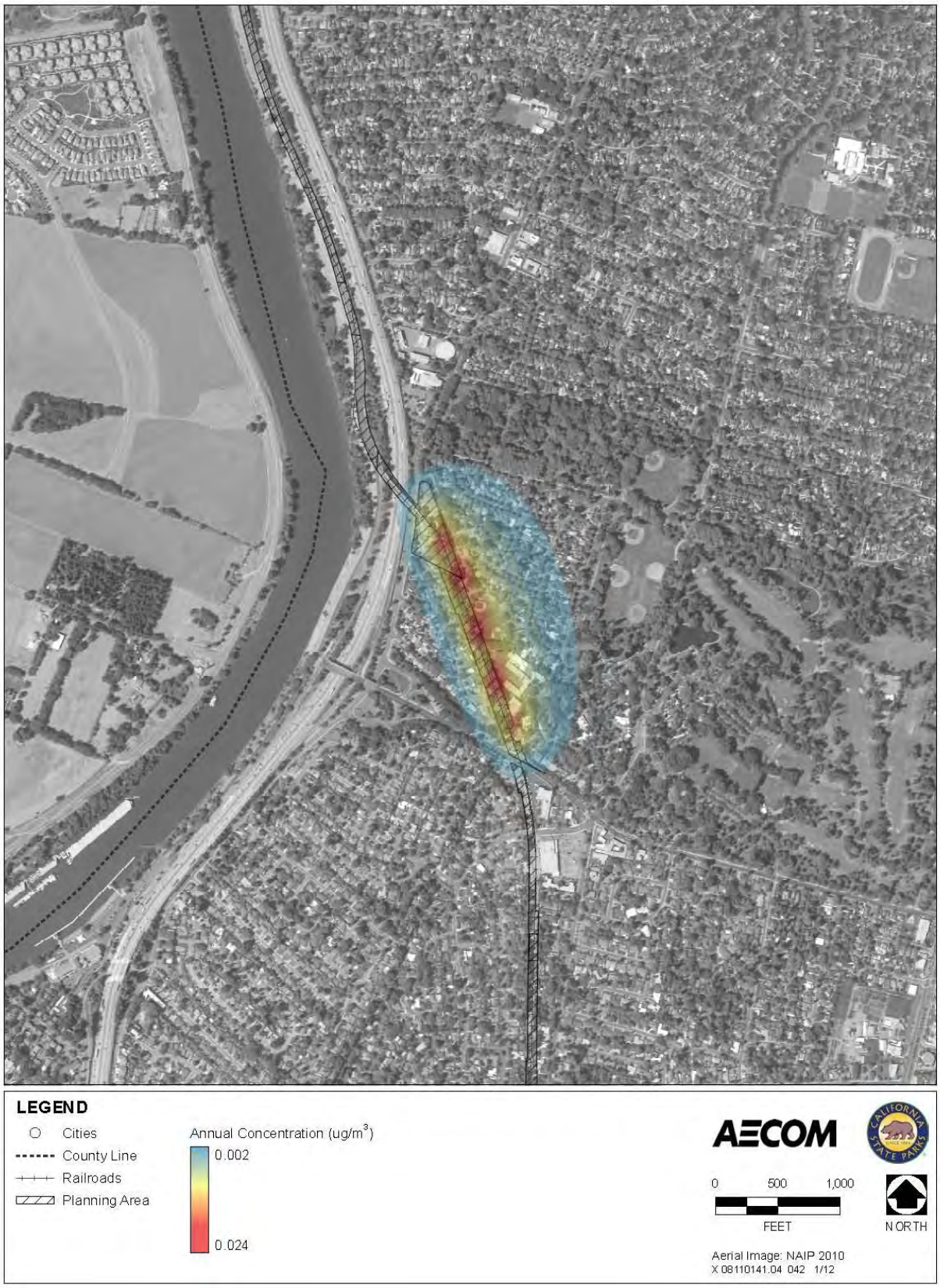


Table 5-2: Summary of Modeled Maximum Health Risk Impacts by Individual Receptor

Individual Receptor Type	Health Risk Impact[1]	
	Cancer Risk (per million)	Noncancer Chronic Hazard Index
Residential Receptors		
Maximum Exposed Individual Resident (MEIR)	0.42	0.05
Worker (Occupational) Receptors		
Maximum Exposed Individual Worker (MEIW)	0.39	0.11
School Receptors		
Maximum Exposed Individual Child (MEIC)	1.56	0.11
Threshold[2]	**10**	**1**

1 Cancer risk shown is total cancer risk, expressed in cases per million people, from diesel particulate matter, Cancer risk for residential receptor is based on a 70-year exposure. Cancer risk for worker receptors is based on an adjusted worker exposure in accordance with OEHHA (OEHHA 2003). The cancer risk shown for the school is based on a 9-year student exposure using inhalation and body weight factors developed by OEHHA for children.

2 Threshold is from the SMAQMD for stationary sources, but is not an official SMAQMD threshold, as SMAQMD does not have a cancer risk or noncancer chronic index threshold for mobile sources.

See Appendix F for detailed input parameters and modeling results.

Source: Data modeled by AECOM in 2011

considerably contribute to such risks or effects, as a result of long-term operational emissions associated with increased train operations and would not expose sensitive receptors to substantial pollutant concentrations. This impact is **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, from excursion train pass-bys, and from occasional maintenance pass-bys. The diesel exhaust emissions would be intermittent and temporary and would dissipate rapidly from the source. Train diesel emissions also would be intermittent because daily operations would be limited to only 2 days per week for 6 months of the year. Odors from diesel emissions from train pass-bys would occur, but they would dissipate rapidly and be similar to diesel truck pass-bys. No other existing odor sources are located near the OSSHP project sites, and the General Plan would not involve the long-term operation of any new sources of odors. Thus, General Plan implementation would not result in exposure of sensitive receptors to objectionable odors. Therefore, this impact would be **less than significant**.

Impact AQ-5: Emission of Greenhouse Gases.

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 OSSHP facilities. Mobile-source emissions of GHGs would include employee and visitor trips to OSSHP in passenger vehicles and additional GHG emissions from expanded excursion train

operations. Stationary-source emissions would be generated by on-site facilities, such as air conditioning and heating of buildings, and other facilities, such as the safety and security office.

Emissions from construction of OSSHP facilities under the General Plan would be temporary and finite. Because of the relatively small square footage and acreage of proposed development, construction emissions would not be expected to substantially contribute to regional GHG emissions. Implementing General Plan Goals AQ-1 and AQ-2 would further reduce the potential contribution of GHG emissions from construction activities. Operation of OSSHP facilities under the General Plan would also result in an increase in vehicle trips to the site on a daily basis and in a slight increase in area-source emissions associated with the increased need for electricity and water. The number of vehicle trips associated with OSSHP would be approximately 2,219 trips per day and was modeled using the same assumptions and modeling program (URBEMIS) as criteria air pollutants under Impact AQ-2. Emissions associated with project generated Mobile Sources would be 2,770 metric tons of CO_2 per year (MT CO_2/yr) and emissions generated by Area Sources would be 0.23 MT CO_2/yr, see Table 5-1 above. By incorporating multimodal access to OSSHP through Goals CIRC-1, CIRC-3, CIRC-4, and CIRC-5, the General Plan would expand bicycle and pedestrian facilities and existing and proposed transit services, reducing vehicle trips and their associated GHG emissions. In addition to mobile and area sources, expanded excursion train emissions would produce up to 105.61 MT CO_2/yr. Total annual GHG emissions related to the project would be approximately 2,877 MT CO_2/yr, which is substantially less than AB 32 reporting thresholds of 20,000 MT CO_2/yr. Because of the General Plan's goals, minimal mobile-source emissions, and the fact that groups rather than individuals usually access historical centers (resulting in fewer vehicle trips per capita), long-term project operation would be unlikely to result in substantial GHG emissions or conflict with an applicable plan, policy, or regulation adopted to reduce GHG emissions. 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

INTRODUCTION

This section analyzes impacts on biological resources that would result from 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

Appendix B. "Supplemental Natural Resources Information" contains detailed descriptions of the various state and federal laws pertaining to the protection of natural resources within California and within the General Plan area.

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 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 ordinances protecting biological resources, such as a tree preservation policy or ordinance; or
- 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

A variety of documents and additional information listed in Section 2.3.2, "Natural Resources," as well as reconnaissance surveys conducted during preparation of the General Plan, aerial photographs, and results of natural-resource database searches were used to assess the impacts of General Plan implementation on vegetation, wildlife and fish.

OSSHP represents an urban area that has been in existence for a long time. Because the General Plan does not propose any new major facilities that would interfere with movement of native resident or migratory fish and wildlife through the area or adversely affect established wildlife corridors, these topics are not discussed further in this analysis.

The planning area is owned by State Parks, with the exception of a portion of the railroad right-of-way owned by the Sacramento Regional Transit District; should the proposed excursion trains be operated between the Pocket/Meadowview area and the town of Hood, State Parks would first acquire or negotiate an easement on that area of right-of-way. State lands are not subject to local land use jurisdiction; therefore, no potential exists for General Plan implementation to conflict with local policies and ordinances protecting biological resources. This topic is not discussed further in this section.

Impact BIO-1: Adverse Effects on Special-Status Species within Old Sacramento State Historic Park.

The entire planning area within Old Sacramento is developed, and likely does not support terrestrial special-status species because of the lack of suitable habitat; therefore, implementing the General Plan is not expected to adversely affect such species.

The Sacramento River, located adjacent to OSSHP, supports several special-status fish species, including salmonids. The General Plan proposes improvements to the waterfront that could have the potential to adversely affect these species through adverse effects of water quality. However, the General Plan includes the following goals and guidelines would help protect special-status fish species:

- River Goal NR-1 is aimed at managing the riverfront and floodplain in OSSHP to protect natural resources, in compliance with local and regional requirements for resource protection, permit requirements, and flood safety.
- River Guideline NR-3 calls for avoidance of impacts on sensitive aquatic species by conducting in-water work in compliance with permit requirements; it also calls for implementation of best management practices (BMPs).
- Goal NR-1 calls for the protection, maintenance and restoration of natural habitats and associated special-status species in the planning area. Guideline NR-3 calls for coordination with the National Marine Fisheries Service for specific activities that would affect the bank of the Sacramento River and have the potential to adversely affect listed fish species.
- Goal Water-1 and Guidelines Water-1 through Water-4 call for implementation of BMPs to protect water quality during construction of improvements and to treat stormwater runoff.

Implementing these goals and guidelines would reduce the adverse effects on special-status fish species that could result from reduced water quality caused by projects proposed in the General Plan. Therefore, this impact would be **less than significant**.

Impact BIO-2: Adverse Effects on Special-Status Species from Excursion Train Operations.

As part of the General Plan, State Parks proposes to expand its existing excursion train operations. The proposed Train Line #1 to the Sacramento Zoo would use existing tracks and would not require construction of new tracks. A small loading platform would be constructed at the zoo to allow passengers to board and disembark from the train. This platform would be placed in previously disturbed areas within the existing railroad right-of-way and would not require removal of vegetation. Therefore, expanding the existing excursion train line to the Sacramento Zoo would not affect special-status species or their habitat.

The General Plan also proposes operation of a new wildlife excursion and dinner train from the Pocket/Meadowview area to the town of Hood (Train Line #2). This would require construction of a small passenger loading station in the Pocket/Meadowview area, upgrades to or

replacements of existing tracks, and some trimming and removal of vegetation along the railroad right-of-way to allow full-size engines and train cars to pass. Operation of the proposed wildlife excursion and dinner train would also require rehabilitation of tracks in the right-of-way north of Meadowview Road and south of the Sacramento Zoo, and vegetation clearing and track upgrades in the areas of right-of-way that have been overgrown with vegetation. Because the uses proposed by the General Plan would require some vegetation clearing within the railroad right-of-way and habitat conversion from natural vegetation to developed uses such as train tracks and a passenger station, special-status species that may occupy or use these habitats could be adversely affected.

Implementing the following General Plan goal and guidelines would help protect special-status species:

- Goal NR-1 is aimed at the protection, maintenance, and restoration of natural resources.
- Guideline NR-1 specifically calls for coordination with regulatory agencies regarding the need to survey for special-status species and address potential mitigation needs.
- Guideline NR-2 calls for preconstruction surveys for nesting raptors before any ground-disturbing activities that may affect such species.
- Guideline NR-3 calls for coordination with the National Marine Fisheries Service as described above in Impact Bio-1.

The areas of railroad right-of-way that would be converted from natural vegetation to developed uses are small and are expected to provide only marginal habitat for special-status species. For this reason, and because the General Plan contains multiple goals and guidelines aimed at protection of special-status species, this impact would be **less than significant**.

Impact BIO-3: Disturbance of Nesting Raptors.

The General Plan proposes construction of new tracks or upgrades to existing tracks and construction of a new passenger-serving facility in the Pocket/Meadowview area. Such activities could disturb nesting raptors that may nest outside of the railroad right-of-way, but within buffers generally prescribed by the resource agencies for avoidance of adverse effects. The General Plan includes Guideline NR-2, which calls for a survey for nesting raptors to be conducted before construction activities. Guideline NR-2 also provides information on how to avoid adverse effects on nesting raptors, should any be detected within the construction area's prescribed buffer zone. With implementation of Guideline NR-2, this impact would be **less than significant.**

Impact BIO-4: Adverse Effects on Riparian Areas or Other Sensitive Natural Communities.

The extent of riparian areas within OSSHP and CRMP is limited, and no other vegetation types that would qualify as sensitive natural communities exist within OSSHP. Implementing the

following General Plan goal and guidelines would help protect riparian areas and other sensitive natural communities within OSSHP:

- General Plan River Goal NR-1 and Guidelines NR-4 through NR-7 and River Guideline NR-5 specifically call for enhancement of the riverfront in OSSHP, including the planting of native vegetation, management of nonnative invasive species, and opportunities to interpret the native vegetation along the riverfront.
- Guideline NR-4 calls for monitoring, protection, and restoration of sensitive natural communities in the planning area.
- Guideline NR-5 calls for minimization of removal of native vegetation.

With implementation of these goals and guidelines, implementation of the General Plan within OSSHP is expected to improve riparian areas when compared with existing conditions.

The proposed excursion train to the Sacramento Zoo would not affect riparian areas or other sensitive communities because none of these resources are present in the planning area. Portions of the railroad right-of-way between the zoo and the Pocket/Meadowview area may contain seasonal wetlands, which would qualify as sensitive natural communities. Potential effects on these features are discussed in Impact Bio-5 below.

Riparian areas are present along portions of the railroad right-of-way for the proposed Pocket/Meadowview–Hood excursion train (Train Line #2), particularly where the right-of-way crosses Stone Lakes National Wildlife Refuge. However, the right-of-way upgrades required to enable operation of the excursion train would take place within the existing right-of-way, which is currently maintained through vegetation management. Furthermore, the railroad track, south of Freeport, are located on a secondary levee which consist of fill material. Therefore, removal of vegetation, including riparian vegetation, would be limited to tree trimming and vegetation removal to ensure that full-size engines and train cars are able to pass in the right-of-way. As discussed above, Guideline NR-4 in the General Plan calls for monitoring, protection, and restoration of sensitive natural communities in the planning area, while Guideline NR-5 calls for minimization of the removal of native vegetation. With implementation of these guidelines, effects of the proposed new excursion train line would be reduced and this impact would be **less than significant**.

Impact BIO-5: Adverse Effects on Federally Protected Wetlands.

Implementing the General Plan, specifically of the proposed riverfront elements, has the potential to affect the bank of the Sacramento River. The river is a navigable waterway subject to federal jurisdiction under Section 404 of the federal Clean Water Act (CWA) and is considered a water of the United States. Any activity qualifying as placement of fill material within the ordinary high-water mark of the Sacramento River would require a permit from USACE before implementation. Agency coordination with USACE has been part of the planning process for this General Plan, and Guidelines NR-8 and NR-9 address the need for the project to receive CWA Section 404/401 permits and meet associated requirements before

implementation. Implementing these guidelines would reduce impacts of the General Plan on federally protected wetlands and other waters of the United States in or adjacent to OSSHP to a less-than-significant level.

Portions of the railroad right-of-way, south of Sutterville Road have the potential to support scattered seasonal wetlands, which may be subject to federal jurisdiction under Section 404 of the CWA. The potential for presence of scattered seasonal wetlands is greatest in the areas of railroad right-of-way owned by the Sacramento Regional Transit District where railroad tracks have become overgrown. The grassy expanses in the Pocket/Meadowview area where the passenger station would be constructed also have the potential to support scattered seasonal wetlands. The Stone Lakes National Wildlife Refuge area along the railroad right-of-way supports extensive complexes of seasonal and permanent wetlands, including freshwater marsh. The extent of wetlands within the right-of-way itself is limited, however, because the track is built on a berm and, in some segments, on existing levees of the Sacramento River. The necessary improvements would take place within the existing railroad right-of-way. Improvements needed along trestles that border wetlands within the Stone Lakes National Wildlife Refuge may require activities, including placement of fill, within areas that would be considered wetlands and other waters of the United States. As discussed above, General Plan Guidelines NR-8 and NR-9 address the need to obtain CWA Section 404/401 permits and meet associated requirements before project implementation. Implementing these guidelines would reduce effects of General Plan implementation on federally protected wetlands and other waters of the United States within the excursion train right-of-way. This impact would be **less than significant.**

Impact BIO-6: Conflict with an Adopted Conservation Plan.

The southern portion of the railroad right-of-way lies within the planning area of the proposed *South Sacramento Habitat Conservation Plan* (SSHCP). The SSHCP is intended to provide a regional approach to issues related to urban development, habitat conservation, agricultural production, and open-space planning. The SSHCP would provide strategies to conserve habitat for nine special-status plants and 42 special-status wildlife species. The conservation strategy has four components: conservation (habitat acquisition), restoration, enhancement, and a limited amount of avoidance and minimization. If adopted, it would serve as a multi-species, multi-habitat conservation plan addressing the biological impacts of future urban development within the Urban Services Boundary in the southern portion of Sacramento County. The emphasis of the SSHCP is on securing large, interconnected blocks of habitat to protect intact subwatersheds while minimizing edge effects and maximizing heterogeneity. The process for developing the SSHCP was initiated in 1992. The SSHCP is currently undergoing environmental review, with a best-case estimate for completion and implementation of late 2012.

California State Parks has no plans to join the SSHCP. Even with the eventual adoption of the SSHCP, General Plan implementation would not be adversely affected by its implementation, because California State Parks is not a party to the SSHCP and because any development associated with the General Plan would take place within a previously established railroad

right-of-way and in very limited areas within the developed Pocket/Meadowview area, which lies within the Urban Services Boundary. This impact would be **less than significant**.

5.6.4 CULTURAL RESOURCES

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 applicable to the General Plan.

FEDERAL PLANS, POLICIES, REGULATIONS, AND LAWS

Section 106 of the National Historic Preservation Act

The General Plan would be subject to compliance with Section 106 of the National Historic Preservation Act (NHPA) if it were to require a Section 404 permit from USACE pursuant to the CWA or other permits or approvals from federal agencies. Regulation of the railroad right-of-way and associated activities by the Federal Railroad Administration result in another federal nexus for implementation of the General Plan. Section 106 of the NHPA, as amended, and its implementing regulations (36 CFR Part 800) require federal agencies to identify historic properties that may be affected by actions involving federal land, funds, approval, or permitting. Section 106 of the NHPA states that effects of a proposed undertaking on a resource must be determined if the resource is determined to be a historic property. If a historic property would be adversely affected by an undertaking, then prudent and feasible measures must be undertaken to avoid or reduce adverse effects. The State Historic Preservation Officer must be given an opportunity to review and comment on these measures before project implementation.

Criteria for National Register of Historic Places Listing

The National Register of Historic Places (NRHP), authorized by the NHPA, 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 in 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 NRHP recognizes seven aspects or qualities that, in various combinations, define integrity: location, design, setting, materials, workmanship, feeling, and association. To retain integrity, a property will always possess several, and usually most, of these aspects.

Most historic buildings and many historic archaeological properties are significant because of their association with important events, people, or architectural styles (Criteria A, B, and C); however, the significance of most prehistoric and some historic-period archaeological properties is 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.

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 in the NRHP.
- Assess adverse effects by applying the criteria of adverse effects on historic properties (resources that are eligible for inclusion in the NRHP).
- Resolve adverse effects by consulting with the State Historic Preservation Officer and other consulting agencies, including the Advisory Council on Historic Preservation if necessary, to develop an agreement that addresses the treatment of historic properties.

STATE PLANS, POLICIES, REGULATIONS, AND LAWS

California Environmental Quality Act and Criteria for California Register of Historic Resources Listing

CEQA requires consideration of the effects on historical and unique archaeological resources of projects that are financed by public agencies in California or require discretionary approval from such agencies (PRC Section 21083.2). Historical resources are defined as buildings, sites, structures, objects, areas, places, records, or manuscripts that are historically or archaeologically significant, or are significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California (PRC Section 5020.1).

The State 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–C):

A. The resource is listed in or determined eligible for listing in the California Register of Historical Resources (CRHR).

B. The resource is included in a local register of historic resources, as defined in PRC Section 5020.1(k), or is identified as significant in a historical resources survey that meets the requirements of PRC Section 5024.1(g) (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) or Section 5024.1, or that the resource is significant as supported by substantial evidence in light of the whole record.

The CRHR is a statewide list of historical resources with qualities assessed as significant in the context of California's heritage. The CRHR functions as an authoritative guide intended for use by state and local agencies, private groups, and citizens to indicate the types of cultural resources that require protection, to a prudent and feasible extent, from substantial adverse project-related changes. Properties that are listed or eligible for listing in the NRHP are included 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 in the CRHR.

California Public Resources Code—Unique Archaeological Resources and Human Remains

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 specified by Section 7050.5 of the California State Health and Safety Code and PRC Section 5097.98, if human remains are inadvertently discovered, project work relative to the find must cease 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 and/or appropriate Tribal representative(s). In the event of inadvertent discoveries, an ongoing program of Native American consultation provides an opportunity for such groups to participate in the identification, evaluation, and mitigation of impacts on 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 must consult with the California State Historic Preservation Officer before approval of a proposed project (14 California Code of Regulations [CCR] Section 15064.5[b][5]).

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; or
- disturb any human remains, including those interred outside of formal cemeteries.

The definition of a historical resource and protection of archaeological resources provided in Section 15064.5 of the State CEQA Guidelines are described below.

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 of 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 would affect an archaeological site, a lead agency must first determine whether the site is a historical resource (State CEQA Guidelines, Section 15064.5[a]).
- If a lead agency determines that the archaeological site is a historical resource, the lead agency must refer to the provisions of PRC Section 21084.1 and Section 15126.4 of the State CEQA Guidelines, and the limits contained in PRC Section 21083.2 (described

above under "California Public Resources Code—Unique Archaeological Resources and Human Remains") do not apply.

- If an archaeological site does not meet the criteria defined in Section 15064.5(a) of the State CEQA Guidelines but does meet the definition of a unique archaeological resource in PRC Section 21083.2, the site must 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.

Several significant cultural resources (i.e., resources listed or eligible for listing in the NRHP or the CRHR) are located within OSSHP and in the vicinity. General Plan Goals CR-1 through CR-3, River Goal CR-1 and Commerce Goal CR-2, and Rail Goal CR-1; and Guidelines CR-1 through CR-11, Commerce Guidelines CR-1 through CR-5, and Rail Guidelines CR-1 through CR-4, are aimed at the protection of historic and prehistoric resources. Specifically, these goals and guidelines call for establishment of procedures to identify significant cultural resources during the planning and design phases of area-specific projects, and to avoid or reduce adverse effects on historic properties, monitor construction activities, and implement appropriate mitigation measures.

Known significant historic resources in the planning area include:

- The Big Four Buildings and the B. F. Hastings Building have both been determined to be National Historic Landmarks (NHL), and both buildings are listed in the NRHP and CRHR
- The Dingley Spice Mill Building is listed as contributing to the Old Sacramento NHL district and is listed in the NRHP and CRHR
- The J Street Shipwreck is listed in the NRHP
- The Central Shops Historic District that includes the Erecting Shop, Boiler Shop, turntable, transfer table, and firing line is listed on the Sacramento Register of Historic and Cultural Resources; State Parks is also in the process of nominating the Central Shops Historic District to the NRHP.
- Additionally, two sites in OSSHP are listed as California Historic Landmarks including the site of the first stage and railroad, and site of the groundbreaking of the transcontinental railroad, both at the corner of Front and K Street

However, the significance of other potential cultural resources, located within OSSHP is not yet known. OSSHP was recorded and evaluated before current professional standards were established. General Plan Goals CR-1 through CR-2, River Goal CR-1 and Commerce Goal CR-1, Rail Goals CR-1, and Guidelines CR-1 through CR-14 call for management and protection of significant resources by preparing a Historic Properties Management Plan/Historic Properties Treatment Plan, which includes identifying, recording, and evaluating resources according to state and federal significance criteria, using current professional standards.

Mitigation measures to prevent adverse effects on sensitive cultural resources would be implemented as required by procedures identified in Section 106 of the NHPA (36 CFR 800.6 and PRC 5024.5[b] and its implementing regulations) for any project determined to be a federal undertaking. CEQA requires lead agencies to adopt feasible mitigation measures for significant impacts on historic resources and unique archaeological resources. Mitigation measures would be developed and incorporated into the General Plan through a consultation process with any federal agencies that may be involved, as well as with State Historic Preservation Officer, other state agencies as appropriate, and interested members of the public. The State CEQA Guidelines (Section 15126.4) provide guidance on preferred strategies to mitigate impacts on historic resources, indicating that preservation in place is the preferred approach and enumerating other mitigation options. Limits on the potential costs of mitigating unique archeological resources are presented in PRC Section 21083.2.

Implementing the General Plan goals and guidelines described above and mitigation measures required by Section 106 of the NHPA and by CEQA would reduce potential adverse effects on identified and potential significant cultural resources. With implementation of these goals, guidelines, and measures, this impact would be **less than significant.**

5.6.5 GEOLOGY, SOILS, AND SEISMICITY

INTRODUCTION

This section analyzes impacts related to geology, soils, and seismicity 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, soils, seismicity, and paleontology. Paleontology was eliminated from further analysis as explained under Section 5.5.3 above.

REGULATORY SETTING

Any site specific conditions prescribed as part of the Railyards Specific Plan EIR and associated Remedial Action Plan that apply to those parts of the property ultimately in State Parks ownership will also be implemented. No additional federal, regional, or local plans, regulations, or laws related to geology, soils, or paleontology apply to the proposed General Plan. The following state laws and regulations address building safety and apply to seismic safety related to exposure of people or structures to seismic activity.

CALIFORNIA BUILDING STANDARDS CODE

Title 24, Part 2 of the California Code of Regulations (California Health and Safety Code [HSC] Part 2.5) is also referred to as the California Building Standards Code (CBSC). The CBSC is published in its entirety every 3 years by order of the California Legislature, with supplements published in intervening years. The California Legislature delegated authority to various state

agencies, boards, commissions, and departments to create building regulations to implement the state's statutes.

CALIFORNIA HISTORICAL BUILDING CODE

The California Historical Building Code (CHBC), Part 8 of Title 24 (HSC Part 2.7), governs preservation of qualified historical buildings or properties in California. The CHBC provides for alternative regulations and standards for rehabilitating, preserving, restoring (including completing related reconstruction), or relocating qualified historical buildings or structures, as defined in HSC Section 18955. The intent of the CHBC is to save California's architectural heritage by recognizing the unique construction problems inherent in historical buildings and providing a code to deal with these problems. The CHBC facilitates rehabilitation, restoration, or change of occupancy of qualified historical buildings or structures and enables preservation of their historical value, while also protecting building occupants from fire, seismic forces, or other hazards and providing reasonable availability to and usability by the disabled. The regulations of the CHBC have the same authority as state law, and liability is the same as for prevailing law.

State agencies must apply the alternative regulations adopted by the State Historical Building Safety Board pursuant to HSC Section 18959.5 when they permit repairs, alterations, and additions necessary for preservation, restoration, rehabilitation, safety, relocation, or continued use of qualified historical buildings or structures (HSC Sections 18951–18954).

For the provisions of the CHBC to apply to a structure under consideration, the structure must be qualified by being designated as a historical building or structure, defined as follows by HSC Section 18955:

> *… any structure or collection of structures, and their associated sites deemed of importance to the history, architecture or culture of an area by an appropriate local or state governmental jurisdiction. This shall include structures on existing or future national, state or local historical registers or official inventories, such as the National Register of Historic Places, State Historical Landmarks, State Points of Historical Interest, and city or county registers or inventories of historical or architecturally significant sites, places, historic districts or landmarks.*

Chapter 8-7 of the CHBC contains structural regulations providing performance standards for the structural safety of buildings designated as qualified historical buildings or properties. The structural regulations in Section 8-705 address gravity loads, wind, and seismic loads. Lateral load regulations in Section 8-706 address lateral loads, including resistance to wind and seismic load. Section 8-706 requires that unreinforced masonry bearing wall buildings comply with Appendix Chapter 1 of the Uniform Code for Building Conservation™, 1994 edition, and as modified by the CHBC.

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; or
  - 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; or
- 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.

IMPACT ANALYSIS

Impact GEO-1: Risk of Exposure to Geologic and Seismic Hazards.

No active faults are mapped in the immediate planning 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. Therefore, fault ground rupture is unlikely in the planning area. The Sacramento area is an area of relatively low seismicity; however, as described in Chapter 2, "Existing Conditions," seismic events occurring on earthquake faults in the Coast Ranges, Sierra Nevada foothills, and San Francisco Bay Area have resulted in minor structural damage in the Sacramento area.

Implementing the General Plan would result in ongoing public use of a variety of structures within OSSHP, namely existing modern-era buildings such as the RHM, RTM, and reconstructed historic buildings such as the Passenger Depot, Freight Depot, and Big Four Buildings. Use of the historic B. F. Hastings Building would continue as well. Buildings currently open to the public meet safety standards. Any newly constructed buildings would be required to comply with the CBSC. The CBSC mandates compliance with structural building standards to maintain seismic safety. Building design and structural methods must address on-site characteristics including

soils and underlying geology. As described in General Plan Guideline SAFE-2, historic buildings not previously open to the public would be required to comply with the CHBC before being made available for public use. Therefore, this impact would be **less than significant**.

Impact GEO-2: Adverse Effects Caused by Seismic-Related Ground Failure, Including Liquefaction, Landslides, and Expansive Soils.

Even though ground shaking or liquefaction could potentially damage structures and endanger people within OSSHP during a seismic event, the expected magnitude of ground shaking from large regional earthquakes is relatively low in the planning area (USACE and WSAFCA 2010:3.4-17). As noted in General Plan River Guideline SAFE-1, additional site-specific geotechnical studies would be conducted to determine the project's susceptibility to liquefaction and to determine whether specific structural designs are required to minimize this risk. With implementation of this guidelines, this impact would be **less than significant**.

Impact GEO-3: Soil Erosion or the Loss of Topsoil.

Implementing the General Plan would result in ground disturbance associated with construction of the Gold Rush and Commerce Block, changes to the bicycle path, and improvements to Riverfront Park. This ground disturbance would involve excavation for foundations and infrastructure, but would not involve major recontouring of the site. Temporary increases in erosion may result from the geotechnical investigations and construction activities. An increase in permeable surfaces (walkways, roofs) may increase runoff, resulting in erosion.

The potential for erosion impacts would be reviewed during development of the final grading plan and in the final project design. The project would implement terms of the National Pollutant Discharge Elimination System (NPDES) permit applicable to control of construction site stormwater runoff, including standard BMPs for erosion control and preparation and implementation of a storm water pollution prevention plan (SWPPP). The final design and construction specifications for all project components would include implementation of standard erosion, siltation, and soil stabilization BMPs. Before the start of construction, State Parks (or its designated contractors) would file a notice of intent with the Central Valley Regional Water Quality Control Board.

During implementation of the General Plan, standard erosion, siltation, and BMP measures would be implemented; a SWPPP would be prepared and implemented, as needed; and the conditions of the NPDES general stormwater permit for construction activity would be followed. Therefore, this impact would be **less than significant**.

5.6.6 HAZARDS AND HAZARDOUS MATERIALS

INTRODUCTION

This section analyzes impacts related to hazards and hazardous materials that would result from implementing the General Plan.

ENVIRONMENTAL SETTING

HAZARDOUS MATERIALS

Hazardous materials can be defined as items, substances, or chemicals that are health hazards or physical hazards and/or can cause harm to people, plants, or animals when released into the environment. Hazardous materials may be released into the environment through spilling, pumping, pouring, emitting, emptying, discharging, injecting, escaping, leaching, dumping, or disposal. The use of hazardous materials is common in many commercial, industrial, and manufacturing activities, and in general household activities. Special methods must be used to dispose of, store, and treat hazardous materials. Common hazardous materials currently used within the planning area include gasoline, oil products, and solvents used for vehicle operations (including train operations) and cleaning solvents and pesticides used for facilities maintenance.

In September 2011, a search of the state hazardous waste and substances database known as the "Cortese List" (described below in "Regulatory Setting") was performed by AECOM for the vicinity of OSSHP (DTSC 2007; SWRCB 2010). No documented hazardous materials release sites are recorded within OSSHP; however, the site of the *Railyards Specific Plan* is located northeast of the project site and includes the future museum of Railroad Technology. The railroad right-of-way extending south from near OSSHP to the town of Hood passes adjacent to the project area for the *Sacramento Docks Area Specific Plan*, which is the site of a number of contaminated properties. Studies of the potential for hazardous materials at the Railyards and Docks Area sites, as well as nearby areas, are described below.

Railyards Specific Plan Area

The following information is summarized from the *City of Sacramento Railyards Specific Plan Draft Environmental Impact Report* (City of Sacramento 2007:6.5-2 through 6.5-13).

Most of the Railyards Specific Plan area (Railyards SPA) is located immediately north and northeast of the planning area; the portion of OSSHP that encompasses Riverfront Park is located within the Riverfront District of the Railyards SPA. The Railyards SPA is located on the site of the former Union Pacific Railroad Railyards, where the railroad's principal locomotive and maintenance rebuilding facility and other facilities operated, beginning 1863, when the western terminus of the Transcontinental Railroad was established. A wide variety of activities associated with assembly, construction, repair, and refurbishing of locomotives and rail cars occurred on the site: steel fabrication, brick production, boiler-making, copper and tinsmithing, blacksmithing and machine work carpentry, metal plating, upholstering, washing, welding and cutting, paint removal and application, and sandblasting. Many types of chemicals and heavy metals were used in the operations—fuels, caustic solutions, paints, solvents, and metal alloys. The historic activities involved on-site disposal and spills and other releases of hazardous chemical wastes, resulting in soil and groundwater contamination. As a result, the Railyards are now listed as a state Superfund site, and are included on the Cortese List (see "Regulatory Setting" below).

Because of the historic uses and practices on the site, soils within the Railyards SPA contain metals—primarily lead, petroleum hydrocarbons, volatile organic compounds, and asbestos. Union Pacific Railroad and the California Department of Toxic Substances Control (DTSC) entered into an Enforceable Agreement in 1988 regarding the investigation and remediation of hazardous substances at the Railyards. This agreement specifies remedial actions and documentation that must be produced and submitted to DTSC as part of the remediation process. The investigation and remediation process has been ongoing since 1994.

In November 2007 the Department of Toxic Substances Control (DTSC) certified the Railyards Specific Plan Final EIR (FEIR) (SCH# 2006032058). The FEIR contains specific conditions related to cleanup practices at the Railyards property that are currently being implemented as cleanup moves forward. Specifics about the cleanup are detailed in a remedial Action Plan (RAP). For those portions of the Railyards that will be on State Park property once the land transfers are complete, State Parks will implement the specific cleanup measure that applies with regards to hazardous materials, water quality, and soils.

I-5 Riverfront Reconnection Project

According to the *Initial Study/Mitigated Negative Declaration for the I-5 Riverfront Reconnection* (City of Sacramento 2011), a significant plume of dissolved-phase, chlorinated volatile organic compounds (the "South Plume") extends southward under Downtown Sacramento from its origin at 401 I Street (Union Pacific Railyards north of the Amtrak Station). The plume extends beneath L Street, to just north of R Street. The western boundary of the plume generally coincides with 5th Street, approximately 0.35 mile from the Sacramento River. Impacted groundwater is being pumped and treated both at the Railyards and near the southern terminus of the plume at a rate of approximately 400,000 gallons per day; pumping generally creates a gradient that causes the groundwater to flow toward the pumps.

Sacramento Docks Area Specific Plan

The following information is summarized from the *Docks Area Specific Plan Draft Environmental Impact Report* (City of Sacramento 2008).

The *Sacramento Docks Area Specific Plan* site is located on 29.27 acres between Front Street and the Sacramento River, south of Old Sacramento and north of the Pioneer Bridge (the U.S. 50/Business 80 bridge). The existing excursion train rail line passes through the west side of the Sacramento Docks Area Specific Plan Area (Docks SPA), paralleling the Sacramento River. The area was previously used for industrial uses dating back to at least 1895.

Four properties in and adjacent to the Docks SPA that were contaminated have been characterized and remediated. These four parcels are subject to Enforceable Agreements with DTSC, and land use covenants have been recorded on all four properties restricting future land uses. Two of the sites, the defunct manufactured gas plant (MGP) formerly operated by Pacific Gas and Electric Company (PG&E) and the Sacramento Housing and Redevelopment Agency (SHRA) parcels, are located within the central portion of the Docks SPA. Major landmarks in the vicinity of the PG&E and SHRA sites are the Sacramento River to the west, I-5 to the east, and

the California Automobile Museum (formerly known as the Towe Auto Museum) to the south (City of Sacramento 2008:5.5-3). The excursion train rail line is located along the western edge of the PG&E site and the SHRA site on the Sacramento River levee. The MGP on the PG&E site operated from 1873 to 1956, producing gas from coal and petroleum as raw material. The MGP has been decommissioned. In 1990 site investigations detected elevated concentrations of petroleum hydrocarbons, polycyclic aromatic hydrocarbons (PAHs), and metals in the soil and groundwater. The constituents of concern included benzene, toluene, ethylbenzene, and xylenes; PAHs; and metals. The land is currently vacant and fenced, and the site is paved to control soil migration and exposure. A groundwater extraction and treatment (GWET) system is located on this site to address groundwater contamination, and a cap covers the site. A deed restriction was recorded on the property title in 1993.

PG&E has completed several evaluations in the last 3 years, with the objective of identifying a remedy modification that will attain remedial goals sooner without the level of operations and maintenance (O&M) currently required. Modifying the remedy is necessary because the Ranney Collector, a nearby large-volume well, was decommissioned in 2009.

A land use covenant was recorded on the PG&E site in 2006. The remedy at this site has multiple components:

- *Groundwater:* The GWET system located on the PG&E site will continue to remove residual amounts of contaminants from the site; groundwater monitoring will continue to ensure that contaminants exceeding established limits are not migrating to the Ranney Collector.
- *Institutional Control:* A land use covenant has been recorded to provide for continued operation of the GWET system and associated monitoring wells; certain uses of the site are prohibited (residences, hospitals, schools, day-care centers, or any permanently occupied human habitation).
- *Operation & Maintenance:* An O&M agreement for this site (Enforceable Agreement Docket #HAS-O&M 07/08-074) has been executed for the continued operation, maintenance, and monitoring of the remedial systems necessary to protect public health, and an assurance mechanism is in place.

On April 30, 2008, DTSC completed the certification process and found that the site should be deleted from the “active” site list. However, the site will be placed on the list of sites undergoing O&M to ensure proper monitoring of long-term clean-up efforts. The certification was based on DTSC’s determination that all appropriate removal/remedial actions had been completed and that all acceptable engineering practices were implemented; however, the site requires ongoing O&M.

The SHRA site is located at 1920 Front Street, adjacent to the former PG&E MGP. The historical uses of the SHRA site include a cardboard box company and a lumber yard. Contamination was found at on the site in the southeast portion of the site. The land is currently used as "parking area" for the horse-drawn carriages that operate in Old Sacramento. A leaking underground

storage tank was removed from this area in 1988 and contaminated soils were removed in December 1996. MGP residues from the PG&E site immediately to the south were deposited in a limited area on the SHRA site. Approximately 700 cubic yards of soil contaminated by PAHs was removed from this area in November 2001. The sampling and assessment of the site revealed limited areas where contamination was of concern.

Currently the cleanup status for the 20-acre Docks Area, which includes the PG&E site and the SHRA site, is listed by DTSC as "no further action as of 3/9/2010". DTSC and the Redevelopment Agency of the City of Sacramento have entered into an Environmental Oversight Agreement (EOA) to cooperatively conduct further assessment of the property's condition and suitability for future residential, recreational, and commercial development (DTSC 2010 [California Department of Toxic Substances Control, EnviroStor. 2010. Available https://www.envirostor.dtsc.ca.gov/public/profile_report.asp?global_id=60000357, Accessed October 26, 2011].)

South of Broadway

Property south of the Pioneer Bridge, west of the right-of-way for the excursion train rail line, is currently (2011) undergoing remediation to eliminate contamination from the storage and distribution of petroleum products (RB Case #SL372513618)(REFERENCE: DTSC 2011. Geotracker. Available tps://geotracker.waterboards.ca.gov/map/?CMD=runreport&myaddress=66+broadway%2C+sacramento%2C+ca. Accessed October 26, 2011). The contaminated properties are owned by Conoco Phillips (formerly Tosco/Unocal) and Chevron. The Conoco Phillips property (Assessor's Parcel Number 009-0012-064), also known as 66 Broadway, formerly contained large aboveground storage tanks. Conoco Phillips constructed and is operating an active soil and groundwater treatment system on this parcel to remove fuel constituents from below the surface. Contaminants include gasoline-related constituents including benzene and methyl tertiary butyl ether (also known as tert-butyl methyl ether or MTBE) in the soil and groundwater from fuel handling, and are primarily confined to the parcel boundaries. Soil vapor extraction combined with ozone sparging beneath the groundwater is the remedial technology being used. This site is located approximately 800 feet west of the excursion train rail right-of-way.

WILDLAND FIRE

Wildland fire protection in California is the responsibility of the state, local, or federal government, depending on the location. Local Responsibility Areas include incorporated cities, cultivated agricultural lands, and portions of desert lands. Fire protection in Local Responsibility Areas is typically provided by city fire departments, fire protection districts, and counties, and by the California Department of Forestry and Fire Protection (CAL FIRE) under contract to local government. OSSHP, including the excursion train rail right-of-way are located in a Local Responsibility Area within the incorporated area of the City of Sacramento and the unincorporated area of Sacramento County. OSSHP and the Sacramento Southern railroad right-of-way are shown as being located in a Non–Very High Fire Hazard Severity Zone as mapped by CAL FIRE (2008).

AIRPORT SAFETY

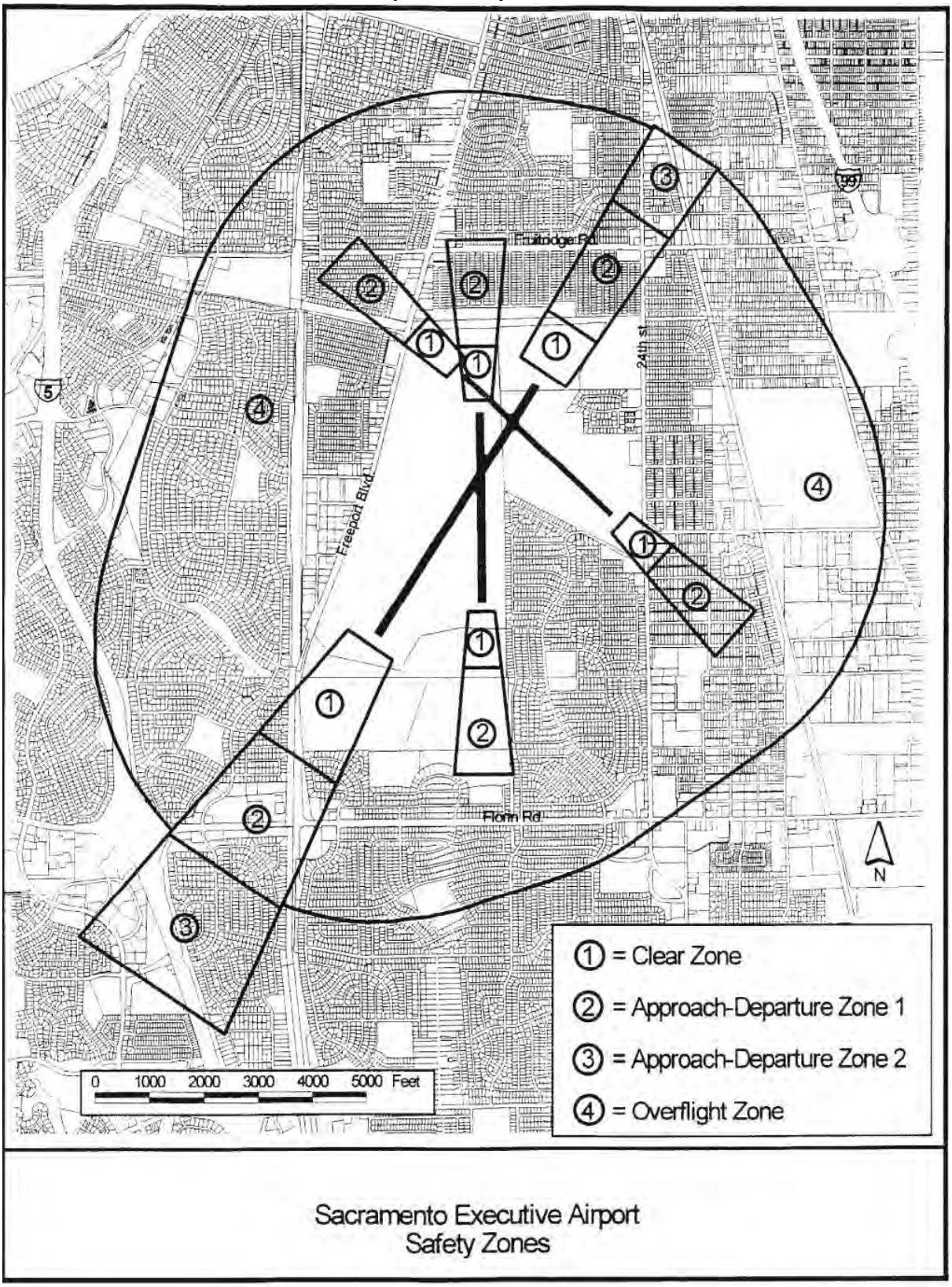
The General Plan proposes an expansion of the excursion train line, with one of the two proposed lines to include a station in the Pocket/Meadowview area, south of Sacramento Executive Airport. For maintenance purposes, train equipment would be moved on the rail line between the Pocket/Meadowview station and Old Sacramento repair facilities, passing near to Sacramento Executive Airport. The *Executive Airport Comprehensive Land Use Plan* (Executive Airport CLUP) (SACOG 1999) designates four safety zones surrounding Executive Airport: the Clear Zone, Approach-Departure Zone 1, Approach-Departure Zone 2, and the Overflight Zone. The extent and location of these zones is shown in Exhibit 5-2.The Clear Zone, near the end of the runway, is the most restrictive. Clear Zone areas are based on the Runway Protection Zone, established by the Federal Aviation Administration. The Approach-Departure zones are located under the takeoff and landing slopes; land uses are less restrictive in these areas. The Overflight Zone is the area under the traffic pattern and is even less restrictive.

The following land uses are incompatible in the Clear Zone and Approach-Departure Zones 1 and 2. Height restrictions are based on Part 77, Subpart C, of the Federal Aviation Regulations. Land uses that are incompatible in the Clear Zone and Approach-Departure Zones are any use that would:

- direct a steady or flashing light of white, red, green, or amber color toward an aircraft engaged in an initial straight climb following takeoff, or toward an aircraft engaged in a straight final approach toward a landing, other than a Federal Aviation Administration–approved navigational signal light or visual approach slope indicator;
- cause sunlight to be reflected toward an aircraft engaged in an initial straight climb following takeoff, or toward an aircraft engaged in a straight final approach toward a landing;
- generate smoke, attract large concentrations of birds, or otherwise affect safe air navigation;
- generate electrical interference that could be detrimental to the operation of aircraft or airport instrumentation; or
- include hazardous installations such as above ground oil, gas, or chemical storage facilities, but excluding facilities for noncommercial, private domestic, or private agricultural use.

Land use compatibility guidelines for safety are provided for the safety zones. These guidelines address issues such as maximum population density and land uses. The Executive Airport CLUP Land Use Compatibility Guidelines for Safety indicate that light rail, heavy rail (freight and passenger) and roadways are not compatible within the Clear Zone (SACOG 1999:35).

Exhibit 5-2: Sacramento Executive Airport Safety Zones



Source: SACOG 1999; modified by AECOM in 2012

The railroad right-of-way near the intersection of Florin Road and SR 160 (Freeport Boulevard) is within the Clear Zone, Approach-Departure Zone 1, and Overflight Zone as designated in the Executive Airport CLUP. Freeport Boulevard, which parallels the east side of the railroad right-of-way, is also within the Clear Zone, Departure Zone 1, and Overflight Zone.

REGULATORY SETTING

FEDERAL PLANS, POLICIES, REGULATIONS, AND LAWS

COMPREHENSIVE ENVIRONMENTAL RESPONSE, COMPENSATION, AND LIABILITY ACT

The U.S. Congress enacted the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) in 1980 in response to the contamination found at an abandoned factory site at Love Canal, New York (42 USC 9601 et seq.). CERCLA established requirements for remediation of closed, abandoned hazardous waste sites; assigned liability to persons responsible for releases of hazardous substances at these sites; and designated the federal government as the lead agent for the cleanup of hazardous substances, pollutants, or contaminants identified at “Superfund” sites (described below). CERCLA was amended in 1986 to clarify federal responsibilities for remediating contamination found at these sites.

SUPERFUND AMENDMENTS AND REAUTHORIZATION ACT

The Superfund Amendments and Reauthorization Act (SARA) included provisions appropriating funds to federal agencies for the remediation of contamination on federal sites (10 USC 2701 et seq.). SARA pertains primarily to emergency management of accidental releases. The law requires formation of state and local emergency planning committees, which are responsible for collecting material handling and transportation data for use as a basis for planning. Chemical inventory data are made available to the community at large under the “right-to-know” provision of the law. In addition, SARA requires annual reporting of continuous emissions and accidental releases of specified compounds. These annual submissions are compiled into a nationwide Toxics Release Inventory.

RESOURCE CONSERVATION AND RECOVERY ACT

Subtitle C of the Resource Conservation and Recovery Act (RCRA)(42 U.S.C. Section 6901 et seq.) addresses generation, handling, transportation, storage, treatment, and disposal of hazardous waste. RCRA includes requirements for tracking the movement of waste from the site of generation to the site of its ultimate disposition. The 1984 amendments to RCRA created a national priority for waste minimization. Subtitle D establishes national minimum requirements for solid waste disposal sites and practices. It requires states to develop plans for managing wastes within their jurisdictions. Subtitle I requires monitoring and containment systems for underground storage tanks that hold hazardous materials. Tank owners must demonstrate financial assurance for the cleanup of a potential leaking tank.

STATE PLANS, POLICIES, REGULATIONS, AND LAWS

Various state agencies regulate hazardous materials, including the California Environmental Protection Agency (EPA) and the California Emergency Management Agency (formerly known as the Governor's Office of Emergency Services). The California Highway Patrol (CHP) and California Department of Transportation (Caltrans) enforce regulations for hazardous materials transport. DTSC has primary regulatory authority for enforcing hazardous materials regulations. State hazardous waste regulations are contained primarily in CCR Title 22. The California Occupational Health and Safety Administration has developed rules and regulations on hazardous and toxic substances to protect worker safety.

THE CORTESE LIST

The Cortese List, compiled pursuant to Section 65962.5 of the California Government Code and referenced at PRC Section 21092.6, is a planning document used by state and local agencies and developers to comply with CEQA. CEQA requires that the CEQA review documents for proposed projects provide information about locations of hazardous materials release sites. Section 65962.5 of the Government Code requires Cal/EPA to update the Cortese List database annually. Within Cal/EPA, DTSC is responsible for a portion of the information contained in the Cortese List. Other state and local government agencies are required to provide additional information about releases of hazardous materials for the Cortese List.

CALIFORNIA HAZARDOUS WASTE CONTROL LAW

The Hazardous Waste Control Law is California's primary statute on hazardous waste. This law implements RCRA as a "cradle-to-grave" waste management system in California, specifying that generators have the primary duty to determine whether their wastes are hazardous and to ensure their proper management. The Hazardous Waste Control Law also establishes criteria for reuse and recycling of hazardous wastes used or reused as raw materials. This law exceeds federal requirements by mandating source-reduction planning and containing a much broader requirement for permitting facilities that treat hazardous waste. It also regulates several types of waste and waste management activities that are not covered by federal law under RCRA.

CALIFORNIA CODE OF REGULATIONS

Most state and federal regulations and requirements that apply to generators of hazardous waste are spelled out in CCR Title 22, Division 4.5. Title 22 contains the detailed compliance requirements for hazardous-waste generators; transporters; and treatment, storage, and disposal facilities. Because California is a fully authorized state according to RCRA, most RCRA regulations (those contained in 40 CFR 260 et seq.) have been duplicated and integrated into Title 22. However, because DTSC regulates hazardous waste more stringently than the federal EPA, the integration of California and federal hazardous waste regulations that makes up Title 22 does not contain as many exemptions or exclusions as does 40 CFR 260. Like the California Health and Safety Code, Title 22 also regulates a wider range of waste types and waste management activities than the RCRA regulations in 40 CFR 260. To aid the regulated community, California compiled the regulations on hazardous materials, waste, and toxics contained in CCR Titles 3, 8,

13, 17, 19, 22, 23, 24, and 27 into one consolidated CCR Title 26, "Toxics." However, the California hazardous waste regulations are still commonly referred to as Title 22.

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 to protect and assist fire responders, industrial processes, and many other fire-safety requirements for new and existing structures and premises.

CALIFORNIA FIRE CODE

The California Fire Code (CCR Title 24, Part 9) is also referred to as part of 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 safeguarding, to a reasonable degree, lives and property from the hazards of fires and explosions. It also addresses dangerous conditions arising from the storage, handling, and use of hazardous materials; conditions hazardous to life or property in the use or occupancy of buildings or premises; and provisions to assist emergency response personnel.

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 that 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; or

- 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 General Plan would have no effect on an adopted emergency response plan or an adopted emergency evacuation plan. Therefore, this topic is not further discussed 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 in the planning area would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, solvents). Operation at OSSHP would involve minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides) used during site operation and maintenance and operations of excursion trains.

Transportation of hazardous materials on area roadways is regulated by the California Highway Patrol (CHP) and the Caltrans, and use of these materials is regulated by DTSC, as outlined in CCR Title 22. State Parks and its 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 park operations within OSSHP or along the excursion train right-of-way. However construction activities taking place on portions of the site located near the Railyards SPA or adjacent the Docks SPA where hazardous substances would potentially be present may result in exposure of the public or employees to hazardous substances. Excavations within OSSHP that require dewatering would be of potential concern because of the proximity of the South Plume originating under the Railyards.

In addition, railroad operations have historically involved the use and transport of potentially hazardous materials such as fuels and solvents, and accidental spills may have occurred within the railroad right-of-way. Therefore, previously unidentified spills could be present within the right-of-way. Because of the historic land uses that have occurred within and near the General Plan area, and because the General Plan includes uses that could result in accidental spills of hazardous materials, there is a potential for public exposure to hazardous substances as a result of implementation of the General Plan. However, General Plan Rail Guideline SAFE-2 requires that a Phase 2 ESA be conducted before any ground disturbance within the railroad right-of-way that lies adjacent to the Docks SPA site, to analyze soil and groundwater conditions beneath these sites. In addition, Rail Guideline SAFE-1 requires that a Phase I ESA be performed before ground disturbance within the excursion train rail right-of-way, that recommendations for further investigations be followed, and that remedial actions recommended be completed before ground disturbance. Further, Guideline SAFE-3 requires State Parks to ensure that a groundwater management plan is prepared, identifying procedures to be implemented to

ensure that project features do not adversely affect flow directions or rate of known contaminant plumes. Furthermore, State Parks and its contractor would be required to use, store, and transport hazardous materials in compliance with federal, state, and local regulations during General Plan construction and implementation. With implementation of the General Plan guidelines, and compliance with federal, state and local regulations related to hazardous materials, this impact would be **less than significant**.

Impact HAZ-2: Risk of Exposure by Schools to Hazardous Materials during Project Construction and Operation.

Numerous schools are located within 0.25 mile of the railroad right-of-way. These schools include St. John Christian Academy on 4th Street, 0.3 mile from the railroad right-of-way; Holy Spririt School, 50 feet from the railroad right-of-way; Sutterville Elementary School, 0.24 mile from the railroad right-of-way; New Technology High School, 300 feet from the railroad right-of-way; Alice Birney Elementary School, 500 feet from the railroad right-of-way; Pony Express Elementary School, 0.23 mile from the railroad right-of-way; and John D. Sloat Elementary School, 0.27 mile from the railroad right-of-way. Two small private schools are located within 0.25 mile of the railroad right-of-way south of OSSHP, near the route of the proposed Train Line #2 for the excursion train; Southeast School is located west of I-5 on La Cueva Way, south of Pocket Road, and St. Thomas Aquinas Academy east of SR 160 (Freeport Boulevard) on Reenel Way south of Meadowview Road.

Construction activities along the excursion train line would involve the storage, use, and transport of hazardous materials (e.g., asphalt, fuels, lubricants, and solvents). Operation of the project would require minor amounts of hazardous materials (e.g., fuels, cleaning solvents, pesticides); however, excursion trains would not be transporting substantial amounts of hazardous materials.

As stated above in the analysis of Impact Haz-1, transportation of hazardous materials on area roadways is regulated by the CHP and Caltrans, and use of these materials is regulated by DTSC, as outlined in CCR Title 22. State Parks and its contractor would be required to use, store, and transport hazardous materials in compliance with federal, state, and local regulations during General Plan construction and implementation. Because the project would implement and comply with existing hazardous materials regulations, it is unlikely that General Plan implementation would create significant hazards to schools through routine transport, use, disposal, or accidental release of hazardous materials. Therefore, this impact would be **less than significant**.

Impact HAZ-3: Adverse Effects Related to Wildland Fires.

OSSHP, including the railroad right-of-way area are located in a Local Responsibility Area and shown as being in a Non–Very High Fire Hazard Severity Zone, as recommended by CAL FIRE (2008). The railroad right-of-way is located within three different local fire protection districts: the Sacramento Fire Department within the city limits and the Cosumnes Community Services District and Courtland Fire District south of the city limits. Vegetation along the railroad right-

of-way could present a fire hazard if not managed to minimize potential for fire near the tracks. Fires could be started by sparks from trains.

General Plan Rail Guideline SAFE-4 would reduce the potential for wildfire because the brush control plan would be maintained along the railroad right-of-way to minimize wildfire risk and State Parks would coordinate with local fire protection districts and agencies to establish emergency response and fire response plans along the right-of-way of the excursion train rail line. With implementation of these safety goals and guidelines in the General Plan, this impact would be **less than significant**.

Impact HAZ-4: Safety Hazard for People Residing or Working in a Project Area Located within an Airport Land Use Plan or Within 2 Miles of a Public or Public-Use Airport

Sacramento Executive Airport is approximately 4 miles to the southeast of OSSHP and the CSRM and Sacramento International Airport is located approximately 9 miles northwest. The railroad ROW crosses the Sacramento Executive Airport safety zones, as shown in Exhibit 5-2. OSSHP are not located within an area covered by an airport land use plan, nor is it located within 2 miles of a public airport or public use airport.

The General Plan proposes an expansion of the excursion train lines, and Train Line #2 would include a station in the Pocket/Meadowview area. The ROW between the zoo and the station in the Pocket/Meadowview area would be used occasionally by trains from Train Line #2 when they need to travel to Old Sacramento for servicing. This segment would also be used during construction/upgrades of the tracks to enable operation of Train Line #2. The railroad right-of-way near the intersection of Florin Road and SR 160 (Freeport Boulevard) is within the Clear Zone, Approach-Departure Zone 1, and Overflight Zone for Executive Airport, as defined in the Executive Airport CLUP. Freeport Boulevard, which parallels the east side of the railroad right-of-way, is also within the Clear Zone, Approach-Departure Zone 1, and Overflight Zone. The Clear Zone covers an approximately 500-foot segment of the railroad right-of-way. Approximately 2,000 feet of the right-of-way are within Approach-Departure Zone 1. The Executive Airport CLUP Land Use Compatibility Guidelines for Safety indicate that light rail, heavy rail (freight and passenger), and roadways are not compatible within the Clear Zone (SACOG 1999:35). This portion of the railroad right-of-way would not be used for public excursion trains, but would be used to move equipment between the Pocket/Meadowview–Hood excursion train line and the maintenance facilities in Old Sacramento. The number of people within the Clear Zone would be limited and the duration of their presence within the Clear Zone would be short. Rail Guideline SAFE-3 requires State Parks to consult with the Sacramento County Airport Land Use Commission regarding safety measures needed to conduct maintenance activities along the portions of the railroad right-of-way that are within the Clear Zone for Runway 2-20 at Executive Airport. Therefore, with implementation of Rail Guideline SAFE-3, this impact would be **less than significant**.

5.6.7 HYDROLOGY AND WATER QUALITY

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

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"
- "Section 404 of the Clean Water Act"

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 that 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 that 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 that would result in flooding on- or off-site;
- create or contribute runoff water that would exceed the capacity of existing or planned stormwater drainage systems or provide substantial additional sources of polluted runoff
- 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 that 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; or
- result in inundation by seiche, tsunami, or mudflow.

The General Plan would not place structures in a floodplain, nor would it involve construction of housing within a flood hazard area, alter drainage patterns in the area or create runoff that would exceed the capacity of existing or planning stormwater drainage systems; therefore, these topic are not discussed further in this section.

OSSHP and Old Sacramento are served by City municipal utilities. The City currently provides municipal water and wastewater collection services to the planning area. Wastewater is treated at the Sacramento Regional County Sanitation District's wastewater treatment plant. Therefore, implementing the General Plan would not result in depletion of groundwater resources or in unregulated waste discharge. For this reason, these issues are not addressed further.

The planning are is not located in an area in danger of seiches, tsunamis or mudflows, and the proposed uses do not have the potential to create conditions that would cause such phenomena. Therefore, this impact is not discussed further in this analysis.

IMPACT ANALYSIS

Impact Hydro-1: Risk of Loss, Injury, or Death Involving Flooding.

Historical flooding in the vicinity of OSSHP generally occurred along the Sacramento and American Rivers. Recent improvements to the levees along these rivers have reduced the risk of flooding in Sacramento. As a result, in December 2008 the Federal Emergency Management Agency's Flood Insurance Rate Map for the city of Sacramento was revised. OSSHP is in an area classified as Zone X, an area determined to be outside the 0.2 percent annual chance floodplain (500-year floodplain). Portions of the excursion train right-of-way are in Zone X or are in areas subject to 0.2 percent annual chance of flood, areas of 1 percent annual chance of flood with average depths of less than 1 foot or with drainage areas of less than 1 square mile, or areas protected by levees from 1 percent annual chance of flood. Implementing the General Plan would not change the location of facilities in the floodplain and therefore would not increase exposure of the public to risk of loss, injury, or death involving flooding over existing conditions. This impact would be **less than significant.**

Impact Hydro-2: Temporary Effects on Water Quality from Stormwater Runoff, Erosion, or Spills.

Construction activities associated with implementation of the General Plan would require ground disturbance such as grading, excavation, and trenching for utilities and infrastructure installation. The potential for soil erosion and sedimentation in runoff from the site would increase during rainstorms. In addition, construction equipment has the potential to leak oil,

gasoline, and other pollutants, which may be carried off-site in stormwater. However, regulatory mechanisms are in place that would minimize degradation of water quality from construction activities. These mechanisms include compliance with the NPDES General Construction Permit, which requires that erosion control plans be in place during construction. BMPs are required to be in place to minimize pollutants in stormwater and other nonpoint-source runoff. Implementing General Plan Guideline WATER-3 would protect water quality during construction activities. This impact would be **less than significant**.

5.6.8 LAND USE AND PLANNING

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 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; or
- 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 General Plan would not result in development that would physically divide a community. OSSHP are located on the western edge of the city of Sacramento adjacent to the Sacramento River and Interstate 5 freeway. The freeway is an existing feature, as is, the river that divides the communities of Sacramento and West Sacramento.

The railroad right-of-way is an existing feature that passes through residential neighborhoods; however, in some areas, the railroad tracks do not exist or are in poor repair. In the area just east of I-5, the existing right-of-way is elevated and is a barrier separating the neighborhoods just south of 13th Avenue from the neighborhood to the south off Darnel Way. Extending excursion train operations to the Sacramento Zoo would not increase the effects of this physical division. The proposed excursion train from the Pocket/Meadowview area to the town of Hood would pass through the unincorporated town of Freeport and then would traverse mainly rural areas along the existing right-of-way. Therefore, implementing the General Plan would not create a physical division of an established community. This impact would be **less than significant.**

Impact LU-2: Project Consistency with the Sacramento 2030 General Plan, Applicable Regional Plans, and the County General Plan.

The *Sacramento 2030 General Plan* contains citywide historic and cultural preservation goals and policies directed toward historic and cultural preservation; identification and preservation of cultural resources; and public awareness and appreciation of cultural resources. Historic and Cultural Resource Policy CC.HCR 1.2 in the *Central City Community Plan* specifically addresses Old Sacramento as follows: "The City shall continue the development of historic 'Old Sacramento' as a major tourist, entertainment, and cultural area in the region." Education, Recreation and Cultural Policy ERC 5.1.5 addresses the Old Sacramento Historic District as follows: "The City shall maintain and project the Old Sacramento Historic District, as defined by the 1967 Redevelopment Plan, while recognizing its importance for tourism and its role as a commercial district" (City of Sacramento 2009:2-132 to 2-139). The General Plan is consistent with the City's general plan goals and policies and would facilitate implementation of the City's goals to preserve and protect cultural resources and provide additional opportunities for heritage tourism and public appreciation of Sacramento's cultural resources.

In addition, numerous plans have been adopted or are proposed for the areas in which OSSHP is located and for adjacent parts of the Central City and Sacramento riverfront. All of the plans contain components that address revitalization of the riverfront, increasing pedestrian and bicycle connectedness along the Sacramento River and between Old Sacramento and adjacent areas. The Cities of Sacramento and West Sacramento have developed joint plans with the vision of a revitalized riverfront on both sides of the Sacramento River. Refer to Section 2.7.2, "Regional Planning," in Chapter 2 for a more detailed description of the following plans:

- Downtown Sacramento Redevelopment Strategy—this plan supports implementation of the Sacramento Riverfront Master Plan (see below).
- *Sacramento Riverfront Master Plan (Cities of Sacramento and West Sacramento)*—this plan contains goals that envision Old Sacramento as part of a continuous riverfront open space system with multi-use trails and informal, semi-natural landscaping. The General Plan proposes to restore Riverfront Park (between I and J Streets) and provide better access to and along the river, making the waterfront an integral part of OSSHP. The park would be restored with native habitat, enhancing its natural setting along the river.
- *Sacramento River Parkway Plan*—The General Plan would extend the Sacramento River Parkway Multi-Use Trail through Riverfront Park to J Street, providing additional bike and pedestrian access.
- *Downtown Sacramento Partnership Strategic Action Plan*—the General Plan is consistent with goals to develop the 1849 Scene and the Railroad Technology Museum.
- *Railyards Specific Plan*—The site of the proposed Railroad Technology Museum is located in the Railyards at the Central Shops Historic District; the proposed museum would use two of the historic buildings in the district, the Boiler and Erecting Shops. The Railyards would link Sacramento with Old Sacramento and the Sacramento River.
- *Sacramento Docks Area Specific Plan*—The Sacramento Docks Area is located south of Old Sacramento; the excursion train line runs along the top of the levee adjacent to the Sacramento River, immediately west of the Docks SPA. The Docks SPA provides circulation features and parks, both which help to create an interconnected riverfront system, connecting to Old Sacramento and the Railyards.
- *Washington Specific Plan and Bridge District Specific Plan (City of West Sacramento)*—Both plans include revitalization of the West Sacramento riverfront, across the way from Old Sacramento.

The General Plan is consistent with the vision to revitalize and reconnect the riverfront and Old Sacramento to these areas. The General Plan does not propose any new land uses that would be inconsistent with the County of Sacramento General Plan. Because the General Plan is consistent with both the *Sacramento 2030 General Plan,* the applicable regional plans, and the Sacramento County General Plan, this impact would be **less than significant**.

Impact LU-3: Project Consistency with Executive Airport Land Use Compatibility Plan.

The Executive Airport CLUP is described above in Section 5.6.6, “Hazards and Hazardous Materials,” under “Airport Safety.” The Executive Airport CLUP Land Use Compatibility Guidelines for Safety indicate that light rail, heavy rail (freight and passenger), and roadways are not compatible within the Clear Zone (SACOG 1999:35). Therefore, excursion train operations in this area are potentially incompatible with the Airport CLUP. The portion of the railroad right-of-way passing through the Clear Zone and Approach Zone would not be used for public excursion trains, but would be used to move equipment between the Pocket/Meadowview–Hood excursion train line and the maintenance facilities in Old

Sacramento. The number of people within the Clear Zone would be limited and the duration of their presence within the Clear Zone would be short.

Implementing General Plan Rail Guideline SAFE-3 would ensure that safety is maintained along the portions of the railroad right-of-way that are within the Clear Zone for Runway 2-20 at Executive Airport. This impact would be **less than significant.**

Impact LU-4: Potential Conflict with an Applicable Habitat Conservation Plan or Natural Community Conservation Plan.

The SSHCP is intended to provide a regional approach to issues related to urban development, habitat conservation, agricultural production, and open-space planning. The SSHCP would provide strategies to conserve habitat for nine special-status plants and 42 special-status wildlife species. The conservation strategy has four components: conservation (habitat acquisition), restoration, enhancement, and a limited amount of avoidance and minimization. If adopted, it would serve as a multi-species, multi-habitat conservation plan addressing the biological impacts of future urban development within the Urban Services Boundary (USB) in the southern portion of Sacramento County. The emphasis of the SSHCP is to secure large, interconnected blocks of habitat that focus on protecting intact subwatersheds while minimizing edge effects and maximizing heterogeneity. Habitat losses within the Sacramento County USB would be offset primarily by establishing large preserves outside the USB, but three core preserves and two satellite preserves would be established within the USB. Mitigation for impacts of a particular project on habitat must take place on the same geological formation as the affected area. As currently conceived, land developers that convert habitat within the Sacramento County USB would pay a defined per-acre fee to mitigate impacts. These fees would be used to protect, restore, maintain, and monitor habitat. The process for developing the SSHCP was initiated in 1992. The SSHCP is currently undergoing environmental review, with a best-case estimate for completion and implementation of late 2011 or early 2012 (McCormick, pers. comm., 2010).

Implementing the General Plan, including operation of the proposed excursion train lines, would not conflict with implementation of the SSHCP. This impact would be **less than significant**.

5.6.9 NOISE

INTRODUCTION

This section analyzes noise and vibration impacts that would result from implementing the General Plan.

ENVIRONMENTAL SETTING

Existing ambient noise in the planning area is associated with vehicular traffic along roads adjacent to the planning area and activities on or near the Sacramento River. The dominant transportation noise source is I-5, which is located adjacent to Old Sacramento and follows the majority of the excursion train route south to the Sacramento Zoo. Ambient noise on the

OSSHP properties also includes noise generated by general urban activity (e.g., landscaping; people talking; cars honking; heating, ventilation, and air conditioning [HVAC] systems); and train noise. Ambient noise along the excursion train routes would vary as the route passes through urban, suburban, and rural environments between OSSHP and the Sacramento Zoo and between the Pocket/Meadowview area and the town of Hood. Currently, the existing excursion train runs from OSSHP to the site of the former Riverside Baths in Land Park on Saturdays and Sundays, from April through October, and the Polar Express runs in December. The excursion train runs hourly from 10 a.m. to 5 p.m. Noise measurements of train pass-bys taken on September 25, 2011, were 65 A-weighted decibels (dBA) hourly equivalent noise level (L_{eq}[h]) and 85 dBA maximum noise level (L_{max}) at 60 feet from the tracks (Table 5-2). Occasional aircraft passing over (e.g., small private planes, traffic and police helicopters, aircraft from Sacramento International Airport) also add to the ambient noise level.

Sensitive receptors are generally defined as any residential buildings (single-family or multifamily), places of worship, schools, hospitals, and any other types of land uses where noise could cause sleep disruption or speech interruption. Sensitive receptors located near OSSHP include residences along 2nd Street (between J and L Streets) and at the intersection of K Street and Firehouse Alley. The *Delta Queen* and Embassy Suites Hotel in Old Sacramento also constitute sensitive receptors within Old Sacramento, as they provide transient lodging for visitors to Sacramento. Noise-sensitive receptors within 150 feet of the railroad right-of-way for the proposed Old Sacramento–Sacramento Zoo route (proposed Train Line #1) are located on Darnel Way between Riverside Boulevard and Sutterville Road, and at Holy Spirit School. Noise-sensitive receptors within 150 feet of the railroad right-of-way between the zoo and the and the Pocket/Meadowview area are located in residential areas adjacent to the right of way. Train traffic in this area would occur only during track construction/upgrades and when trains from the proposed Train Line #2 would have to travel to Old Sacramento for servicing. Sensitive receptors along the proposed Pocket/Meadowview–Hood route (proposed Train Line #2) are located along the east side of SR 160 (Freeport Boulevard) in Freeport. There also are three homes south of the SR 160 railroad crossing at Cliff's Marina and a few residences in Hood. The nearest proposed receptors are approximately 50 feet from the railroad right-of-way along Darnel Way, adjacent to the Sacramento Zoo, and along SR 160 in Freeport. In addition to human sensitive receptors, historic structures in Old Sacramento and the Central Shops would also be considered vibration-sensitive receptors because of the possibility of structural damage from exposure to excess vibration.

No airstrips exist within 2 miles of OSSHP. Sacramento International Airport is located approximately 9 miles to the northwest. Sacramento Executive Airport is located adjacent to the planning area, along the excursion train line and approximately 1.5 miles south of the proposed Sacramento Zoo train station and 1.5 miles north of the proposed Pocket/Meadowview train station.

Although state-sponsored projects are not subject to City and Sacramento County (County) regulations, they typically attempt to adhere to local policies to the extent feasible. The City has established property-line noise standards of 55 (dBA) L_{eq}(h) and 75 dBA L_{max} for daytime hours

(7 a.m. to 10 p.m.) and 50 dBA L_{eq}(h) and 70 dBA L_{max} for nighttime hours (10 p.m. to 7 a.m.). The City's 24-hour noise standards related to land use compatibility are 60 dBA community noise equivalent level (CNEL) for outdoor activity areas and 45 dBA CNEL for interior spaces of sensitive land uses. The City exempts noise from construction between the hours of 7 a.m. and 6 p.m., Monday through Saturday, and 9 a.m. to 6 p.m. on Sundays. The City requires that all feasible mufflers and sound dampening be implemented on construction equipment (City of Sacramento 2009, 2011).

The County has established property-line noise standards of 55 dBA L_{eq}(h) and 75 dBA L_{max} for daytime hours (7 a.m. to 10 p.m.) and 50 dBA L_{eq}(h) and 70 dBA L_{max} for nighttime hours (10 p.m. to 7 a.m.). The County's land use compatibility 24-hour noise standards are 60 dBA CNEL for outdoor activity areas of sensitive land uses. The County exempts noise from construction between the hours of 6 a.m. and 8 p.m. on weekdays and 7 a.m. to 8 p.m. on weekends (Sacramento County 1981, 1998).

REGULATORY SETTING

No federal, state, regional, or local plans, regulations, or laws apply to noise-related expansion of the General Plan. The Federal Transit Administration (FTA) has developed noise and vibration impact methodology and criteria for rail operations in the FTA *Transit Noise and Vibration Impact Assessment* (FTA 2006). These methodologies and criteria are used in this analysis to determine significance of rail operations associated with the General Plan.

SIGNIFICANCE CRITERIA

Implementing the General Plan would result in a 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; or
- 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 planning area because of the different levels of activity and kinds of construction. Specific projects that would result in construction of new facilities would undergo additional environmental review before the projects were

implemented. At that time, the level of noise generated by the specific activity would be determined based on the construction equipment required and the sensitive receptors present. Were subsequent environmental review to result in a determination that anticipated noise levels would exceed state standards or adversely affect sensitive receptors, then project-specific mitigation would be adopted and implemented.

Construction noise is exempt from local noise standards (city and county) as long as construction activities take place during exempted hours and have all manufacturer-recommended noise-control devices installed and functioning. These regulatory exemptions reflect acknowledgement by the local jurisdictions 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, if construction activities were to occur directly adjacent to noise-sensitive land uses or to occur during the more noise-sensitive hours (e.g., evening, nighttime, early morning), or if construction equipment were to not be properly equipped with noise control devices, General Plangenerated 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 General Plan is feasible. Implementing the following mitigation measure will ensure that construction noise generated during all phases of General Plan implementation is reduced to the extent feasible at the program level.

Mitigation Measure Noise-1: State Parks and its contractors will restrict construction activities that generate noise across property boundaries to the hours of 7 a.m. to 6 p.m., Monday through Saturday, and 9 a.m. to 6 p.m. on Sundays, for work taking place within the Sacramento city limits. Within the county, noise-generating construction activities will be restricted to the hours of 6 a.m. to 8 p.m. on weekdays and 7 a.m. to 8 p.m. on weekends. In addition, State Parks and its contractors will 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 they will 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, or city holidays.

Implementing Mitigation Measure Noise-1 would reduce program-level impacts from construction noise to a **less-than-significant** level. If additional project-level impacts were to be identified and concluded to be significant, specific mitigation measures will be required at that time under CEQA.

Impact Noise-2: Long-Term Noise Levels Related to Non-Rail Project Operations.

Potential sources of noise associated with future development or improvements within OSSHP would include motor vehicle use, park administrative operations, maintenance activities, and outdoor events. Noise associated with these activities could include vehicle noise (e.g., tires,

brakes, engine acceleration); HVAC 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 visitor trips to OSSHP and the site of the proposed Pocket/Meadowview Station. Subsequently, traffic volumes and the associated noise levels along roadways that access OSSHP would increase. Based on the noise contours developed for the *Sacramento 2030 General Plan*, the General Plan area is located between the 60- and 65-dBA CNEL noise contour from I-5 (City of Sacramento 2009). Short-term noise measurements taken for this environmental document confirmed that noise levels in the project area are generally in the 60- to 65-dBA range (Table 5-2). The City defines a significant impact for traffic noise levels greater than 60 dBA CNEL as an increase of +2 dBA CNEL.

Long-term operation of the proposed project would result in an increase of 2,219 average daily trips (ADT) on the local roadway network and, consequently, an increase in noise levels from traffic sources along affected segments. To examine the traffic noise impacts, traffic noise levels associated with the project were calculated for roadway segments in the project study area using FHWA's Highway Noise Prediction Model (FHWA-RD-77-108) (FHWA 1978). Existing traffic volume data was obtained from the Noise Technical Background Report prepared for the 2009 City General Plan (City of Sacramento 2009). Traffic noise levels were modeled under existing and existing plus project conditions. Based on the modeling conducted, implementation of the proposed project would result in changes in traffic noise levels near OSSHP by +0.5 dBA L_{dn}, relative to noise levels without the project. This increase would be less than the +2 dBA significance threshold established by the City. Please refer to Appendix G for complete noise modeling results.

Additional traffic volumes and associated increased noise levels along roadways that access the site of the proposed Pocket/Meadowview excursion train station also could occur. Based on the noise contours developed for the *Sacramento 2030 General Plan*, the site of the proposed Pocket/Meadowview Station is located between the 55- and 60-dBA CNEL noise contour from I-5 and surrounding roadways (City of Sacramento 2009). The City defines a significant impact for traffic noise levels greater than 55 dBA CNEL as an increase of +3 dBA CNEL. Traffic noise levels at the Pocket/Meadowview Station were modeled under existing and existing plus project conditions using the same methodology as for OSSHP. Based on the modeling conducted, implementing the proposed project would result in changes in traffic noise levels near the Pocket/Meadowview Station by +0.3 dBA L_{dn}, relative to noise levels without the project. This increase would be less than the +3 dBA significance threshold established by the City. Please refer to Appendix G for complete modeling results.

Beyond vehicle-related noise, operational noise related to maintenance, equipment operations, and visitors would occur mostly throughout OSSHP, including the site of the proposed Pocket/Meadowview excursion train station. Noise emanating from these sites would be minimal and would occur mostly during less-sensitive daytime hours, when OSSHP are open for day use (the proposed hours of operation 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.

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. General Plan Guideline NR-2 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 non-rail-related long-term traffic and operational activities would be minimal, would be attenuated by existing traffic on I-5, and would occur mostly during less-sensitive daylight hours. This impact would be **less than significant**.

Impact Noise-3: Long-Term Noise Levels Related to Rail Operations.

In addition to the expansion of facilities in OSSHP, the General Plan also proposes expansion of rail operations. Train Route #1 would extend the existing excursion train route to the south to the Sacramento Zoo. Train Route #2 would extend from a small new station in the Pocket/Meadowview area to the town of Hood. Currently, six train trips occur on the exiting excursion train and trains run hourly between 11 a.m. and 5 p.m. on Saturdays and Sundays. The General Plan proposes four daily excursion train round trips from Old Sacramento to the Sacramento Zoo, and three daily train trips from the Pocket/Meadowview Station to Hood. As under existing conditions, trains would only operate on Saturdays and Sundays during daylight hours from April through October, with the existing Polar Express route operating in December. Train noise is composed primarily of wheel/track interaction, engine and brake noise, sounding of the locomotive horn at at-grade intersections, and human-related noise at the additional train stations. Short-term (15-minute) noise measurements were taken at two separate locations along the existing alignment, with and without the excursion train, on September 25, 2011, between 11:30 a.m. and 3:30 p.m. The results of the noise measurements are shown in Table 5-3.

New and expanded train operations would expose new sensitive receptors to train noise in the area between and the area of the former Baths and the Sacramento Zoo and between the Pocket/Meadowview Station and Hood. Sensitive receptors in the area between the zoo and the Pocket Meadowview Station would be experience occasional train noise, when trains from Train Line #2 would need to travel to Old Sacramento for servicing and during upgrades/construction of tracks. As shown in Table 5-3, noise from train operations would be approximately 65 dBA L_{eq} and 85 dBA L_{max} (corrected from 70 feet) at 60 feet from the tracks. Based on a typical soft surface attenuation (e.g., normal dirt, grass, vegetation) between the

Table 5-3: Noise Measurement Results				
Measurement Type	Location #1 Marina[1] Measurement #1 (with train)	Location #1 Marina[1] Measurement #2 (no train)	Location #2 near Site of Former Riverside Baths[2] Measurement #1 (with train)	Location #2 near Site of Former Riverside Baths[2] Measurement #2 (no train)
L_{eq}	63.8	57.8	64.9	63.8
L_{max}	83.3	63.1	76.9	71.1

Notes: Leq = equivalent noise level, Lmax = maximum noise level
[1] Hard-surface measurement location (parking lot) was approximately 70 feet from the track.
[2] Soft-surface measurement location (grasses) was approximately 60 feet from the track; no barrier is situated between the measurement location and Interstate 5 on the opposite side of tracks.
These short-term (15-minute) noise measurements were taken along the existing alignment on September 25, 2011, between 11:30 a.m. and 3:30 p.m.
Source: Data provided by AECOM in 2011

train tracks and adjacent sensitive receptors, as well as on the noise monitoring conducted of the existing excursion trains, train noise could exceed City and County noise standards of 55 dBA L_{eq} and 75 dBA L_{max} within 150 feet of the train tracks and exceed ambient noise levels by more than 3 dBA.

Because train operations would occur only during the day and would have a maximum of eight 1-minute pass-bys on each route, train operations would have little to no effect on 24-hour CNEL noise levels, especially considering the proximity of traffic noise from I-5. Noise-sensitive receptors on the Old Sacramento–Sacramento Zoo route located within 150 feet of the rail line are located on Darnel Way, between Riverside Boulevard and Sutterville Road, and at Holy Spirit School. Noise sensitive receptors located south of the zoo and within 150 feet of the rail line are located in residential areas, primarily on the west side of SR 160 in Freeport. There also are three homes south of SR 160 and the train track crossing at Cliff's Marina. Some homes in Hood would also be located within 150 feet of the rail line.

In addition to regular train noise, horn blasts would be required at all public at-grade track/road crossings. The existing excursion train route has three at-grade crossings: at Capitol Mall, Broadway on the west side of I-5, and at Front Street at Miller Park. With the addition of Train Line #2, additional at-grade crossings would occur at Cliff's Marina (the SR 160 crossing), Hood Franklin Road, and River Road in Hood. Because of the need to service excursion line #2 from Old Sacramento, additional at-grade crossings may occur within the existing right-of-way between the zoo and the Meadowview area, including at Sutterville Road, South Land Park Drive, Seamas Avenue, and Florin, and Meadowview Roads. While these at grade crossings between the zoo and the Meadowview area would not be frequented by excursion trains, they would be passed by trains from excursion line #2 that would have to travel to Old Sacramento for servicing. They would also be used during construction/upgrades of the tracks to enable/continue the operation of excursion line #2.

Existing excursion train operations cross the Capitol Mall , Broadway, and Front Street at Miller Park. No sensitive receptors are adjacent to these locations and no changes to horn-sounding requirements would occur at these crossings. For new crossings at SR 160, Hood Franklin Road, and River Road in Hood (for excursion trains) and additional crossings that would be located between the zoo and the Meadowview area, the Federal Railroad Administration regulates locomotive horns under CFR Parts 222 and 229. CFR Part 222 states that locomotive horns must be sounded by the lead locomotive of any passenger or freight train traveling more than 15 miles per hour (mph) within 15–20 seconds of crossing any public roadway. A train traveling more than 60 mph may not sound its horn until it is within 0.25 mile of the approaching crossing. Trains are not required to sound their horn if there is no at-grade crossing (CFR 2006). CFR Part 229 states that lead locomotive horns shall be equipped with a horn that produces a minimum of 96 dBA L_{max} and a maximum of 110 dBA L_{max} at 100 feet (CFR 2006). It is also typical for excursion trains to sound their horn at the commencement of travel in a particular direction. Therefore, noise from horn soundings could exceed City and County maximum noise level standards of 75 dBA L_{max}.

Expanded excursion train operations and required services in support of excursion line #2 resulting from implementation of the General Plan would expose sensitive receptors to noise levels in excess of applicable (L_{max}) standards from both train pass-bys and from horn blasts and a substantial increase in ambient noise levels (+3 dBA) during train operating hours. This impact would be **significant.**

Mitigation Measure Noise-2: State Parks and its contractors will restrict train speeds to less than 15 mph within 1 mile of any new at-grade crossing south of the zoo required for servicing or operating excursion line #2. State Parks and its contractors will require that train horns and whistles not be sounded at the commencement or conclusion of travel at the proposed Sacramento Zoo stop.

Implementing Mitigation Measure Noise-2 would reduce noise impacts from train operational noise, but the potential for horn blasts at public at-grade crossing affected by the proposed expansion of the excursion train line would remain. Possible mitigation to reduce noise levels from horn blasts and train pass-bys in the affected areas could include barriers, and relocation of tracks. However, constructing tall barriers, and relocating tracks would negate the purpose of the recreational train routes. Therefore, no feasible mitigation would reduce train pass-by and horn blast noise to the extent required to reduce this impact to a less-than-significant level. This impact would be **significant and unavoidable.**

Impact Noise-4: Incompatible Land Uses.

As stated above in Impact Noise-2, noise from other sources associated with implementation of the General Plan would not exceed applicable standards or cause a substantial increase in the ambient noise environment. As stated above in Impact Noise-3, adjacent sensitive land uses along new and expanded train routes and needed service routes could be exposed to noise levels in excess of applicable standards and to substantial increases in the ambient noise environment. Noise from adjoining parcels would be unlikely to intrude on activities occurring

at OSSHP, as they would be residential or urban in nature and thus similar to that generated on-site. If any specific noise conflicts between OSSHP and adjacent land uses were to be identified under project-level analysis, specific mitigation measures would be required at that time under CEQA. However, because the General Plan would introduce a new noise source in excess of applicable impact criteria, and because no feasible mitigation measures exist to reduce train pass-by and horn blast noise levels to less-than-significant levels, this impact would be **significant and unavoidable.**

Impact Noise-5: Short-Term Sources of Vibration.

On-site construction activities associated with implementation of the General Plan 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 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 vibration decibels (VdB) (FTA's maximum-acceptable vibration standard with respect to human annoyance for sensitive uses) within 60 feet of vibration-sensitive receptors. Regarding sensitive structures, Caltrans recommends 0.08 inch-per-second peak particle velocity (in/sec PPV) for protection of historical buildings against possible architectural damage from construction operations (Caltrans 2004:10). Based on Caltrans measurements of heavy construction operations of 0.10 in/sec PPV at 10 feet, construction equipment could exceed 0.08 in/sec PPV within 12 feet of sensitive structures. It is not anticipated that sensitive receptors would be located within 60 feet of active construction projects. However, historic structures are located throughout Old Sacramento and at the Central Shops and could be exposed to vibration in excess of 0.08 in/sec PPV. Thus, 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 measure will ensure that construction vibration generated during all phases of the OSSHP program would be reduced to the extent feasible at the program level.

Mitigation Measure Noise-3: State Parks and its contractors will survey any historic structures located within 50 feet of construction activities, before construction operations, to determine whether possible damage could occur. If necessary, State Parks and its contractors will provide an on-site monitor to identify any damage to the structure and potentially halt construction activities to minimize damage. Any damage that is observed as a direct result of construction would be repaired by State Parks and its contractors to restore the structure to preconstruction conditions.

Implementing Mitigation Measure Noise-3 would reduce program-level impacts from construction vibration to a **less-than-significant** level. If additional project-level impacts were to be identified and concluded to be significant, specific mitigation measures would be required at that time under CEQA.

Impact Noise-6: Long-Term Sources of Vibration.

Implementing the General Plan is not expected to involve any major sources of vibration within the project area. Expanded train operations would generate vibration along the Old Sacramento–Sacramento Zoo and Pocket/Meadowview–Hood routes.

To evaluate vibration impacts at residential receptors from train operations, the General Vibration Assessment methods detailed in the FTA *Transit Noise and Vibration Impact Assessment* manual (FTA Manual) were applied to the routes proposed under the General Plan (FTA 2006:Chapter 10). The nearest proposed receptors would be approximately 50 feet from the railroad right-of-way along Darnel Way, adjacent to the Sacramento Zoo, and along SR 160 in Freeport. Because the excursion train would use minimal cars and have a maximum of eight trips per day, baseline vibration levels were assumed to be closer to light-rail vibration levels than to full-freight rail vibration levels. Applying the FTA General Vibration Assessment methodology, it was calculated that impacts on sensitive receptors from rail sources would be approximately 73 VdB and 0.02 in/sec PPV at 50 feet (FTA 2006:10-3, 10-7). This would be less than the recommended 80 VdB and 0.2 in/sec PPV for impacts on sensitive receptors. (See modeling results in Appendix G for vibration calculations.) Therefore, groundborne vibration levels attributable to rail sources would not exceed the threshold of significance for exposing sensitive receptors to vibration and groundborne noise. This impact would be **less than significant**.

5.6.10 PUBLIC SERVICES

INTRODUCTION

This section analyzes the impacts on public services that would result from implementing the General Plan.

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.

The Sacramento Fire Department provides fire and emergency services to Old Sacramento and OSSHP. Two fire protection agencies, Cosumnes Community Services District and Courtland Fire Protection District, provide services to the area along the excursion train line located south of the city of Sacramento.

The area south of the Sacramento city limits along the excursion train line is in the Sacramento County Sheriff’s Department’s South Patrol District. Sheriff patrols deploy out of the Bond Road Facility in Elk Grove and serve the communities of Wilton, Walnut Grove, Willow Berm, Brannan Island, Sherman Island, Ryde, Galt, Hood, Freeport, Franklin, Courtland, and Sloughhouse (Sacramento County 2009. Background to the 1993 General Plan as Amended).

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 ratios, response times, or other performance objectives for any of the public services, including police or fire services or other public facilities.

IMPACT ANALYSIS

Impact PS-1: Adverse Effects on Police and Fire Services.

It is not anticipated that implementation of the General Plan would require additional facilities for police or fire protection services for OSSHP. Public safety along the proposed excursion train route between the Pocket/Meadowview area and the town of Hood would be provided by the Sacramento County Sheriff's Department and by fire protection agencies in whose jurisdiction the line would be located (Cosumnes Community Services District and Courtland Fire District). Guideline SAFE-9 requires coordination with local fire protection districts to ensure that safety measures and practices are included in the management and operations plan for OSSHP. This impact would be **less than significant.**

5.6.11 TRANSPORTATION AND TRAFFIC (TRAN)

INTRODUCTION

This section analyzes transportation and circulation impacts that would result from implementation of the General Plan. The following information is summarized from the Transportation Study for the Old Sacramento State Historic Park and California State Railroad Museum General Plan (December 2011). The Transportation Study is provided in Appendix A of this document.

ENVIRONMENTAL SETTING

PROJECT AREA TRANSPORTATION FACILITIES

Old Sacramento includes a well-connected gridded system of streets that provides access to businesses and attractions. Streets within Old Sacramento have two bidirectional travel lanes, a mixture of parallel and angled on-street parking, and are designed for vehicles to operate at

low travel speeds. Front Street is paved with cobblestones between Neasham Circle and J Street, which results in lower vehicle travel speeds.

Streets in Old Sacramento are lined with sidewalks on both sides, most of which are approximately 15 feet wide and constructed of wooden planks raised above the roadway. Sidewalk ramps have recently been upgraded to comply with the Americans with Disabilities Act. In addition, an approximately thirty-foot-wide boardwalk stretches along the western edge of OSSHP between the Sacramento River and the tracks for the California State Railroad Museum's excursion train. The boardwalk extends to the northwest corner of OSSHP where it connects with the Sacramento River Parkway Multi-Use Trail, a regional bike trail in Sacramento that connects to the adjoining American River Parkway and Jedediah Smith Memorial Trail at the confluence of the Sacramento and American Rivers. Bikes currently access the multi-use trail in Old Sacramento from I Street. Additional Class I bike trail access points into Old Sacramento are provided from the Promenade/ Sacramento River Parkway Multi-Use Trail on the south and from K Street, via an undercrossing of I-5 to 3rd Street from the Downtown Plaza. 2nd Street is designated as a Class III, shared bikeway through Old Sacramento.

REGIONAL TRANSPORTATION FACILITIES

A sidewalk-lined system of gridded streets also exists on the east side of I-5 in Downtown Sacramento. However, unlike within Old Sacramento, streets on the east side of the freeway have three to five travel lanes designed to handle large volumes of regional commuter traffic and many of the major roadways in Downtown are one-way facilities.

The City's Amtrak station, one of the ten busiest in the nation, is located only a few hundred feet to the northeast of Old Sacramento on the opposite side of I-5. Two long-distance Amtrak routes, the Coast Starlight (Seattle-Portland-Sacramento-Log Angeles) and the California Zephyr (Emeryville-Sacramento-Denver-Chicago) serve the station in addition to two Amtrak California regional routes, the Capitol Corridor (San Jose-Sacramento-Auburn) and the San Joaquin (Sacramento-Bakersfield). Regional Transit's (RT) Gold Line also connects the Amtrak station to the Sacramento region's light rail transit network.

Regional Transit provides a majority of the public transit service (light rail and bus) within the study area. However, bus transit service connecting Sacramento to the surrounding region is also provided by Yolobus, Folsom Stage Lines, Yuba-Sutter Transit, Roseville Transit, El Dorado Transit, Elk Grove Transit (e-Trans), and the San Joaquin Regional Transit District.

Access to the regional freeway system from Old Sacramento is provided via on-ramps to I-5 at I Street and L Street, and off-ramps at J Street. Interstate 5 extends the length of California and into Oregon and Washington and serves as a vital link between the primarily residential neighborhoods to the north and south of Downtown and the Central Business District. Interstate 5 also provides easy access from Old Sacramento to the region's two major east-west freeways, Interstate 80 and US Highway 50 (US-50). Adjacent to Old Sacramento, I-5 has four northbound and four southbound travel lanes. South of the I Street merge, southbound I-5

gains a fifth lane that serves as an auxiliary lane between the I Street on-ramp and the US-50/Business 80 off-ramp.

ROADWAY NETWORK

The characteristics of several key roadway facilities in the vicinity of OSSHP are described in greater detail below:

- **Capitol Mall** is a four-lane east-west divided roadway within the study area. Capitol Mall originates on the west at the Tower Bridge, and is a continuation Tower Bridge Gateway, a roadway that connects to Business Route 80 in West Sacramento. Capitol Mall terminates on the east at 10th Street at the State Capital. A grass median, approximately 40 feet wide, separates eastbound and westbound traffic within the study area.
- **I Street** is a three to four-lane one-way (westbound) roadway within the study area. I Street originates on the east at 28th Street and terminates on the west at Front Street in Old Sacramento. I Street serves as one of the primary gateways to OSSHP and also has on-ramps to northbound and southbound I-5. Motor vehicle traffic is not permitted on I Street, between Front Street and Firehouse Alley.
- **J Street** is a three- to four-lane one-way (eastbound) roadway within the study area and forms a couplet with I Street through Downtown Sacramento. J Street originates on the west at I-5, fed by off-ramps from northbound and southbound I-5. J Street continues through Downtown and Midtown Sacramento, and eventually transitions into Fair Oaks Boulevard east of the American River. A separate discontinuous segment of J Street exists within Old Sacramento between the Sacramento River and I-5.
- **2nd Street** is a two-lane east-west roadway through Old Sacramento, designated as a Class III (shared bikeway), accessed by I Street on the north and Front Street on the south.
- **3rd Street** varies from a three-lane divided roadway to a three-lane one-way (southbound) roadway within the study area. Third Street originates on the north at I Street and terminates on the south at Broadway. The western side of 3rd Street between I Street and O Street lacks sidewalks.
- **5th Street** is primarily a three-lane one-way (northbound) roadway within the planning area. Fifth Street originates on the south at 4th Avenue and terminates on the north at H Street. Fifth Street has two-way travel between J Street and L Street as it passes under the Downtown Plaza mall. Future plans call for the extension of 5th Street northward to North B Street as part of the Railyards project.
- **Front Street** is a two-lane north-sound roadway that runs along the eastern bank of the Sacramento River. Front Street is discontinuous on either side Capitol Mall, with a northern segment that travels through Old Sacramento connecting Neasham Circle to I Street, and a southern segment that runs from Miller Park before transitioning into 2nd Street just south of Capitol Mall. The northern segment of Front Street within Old

Sacramento is paved with cobblestones, and north of J Street vehicular access is prohibited.

- **Neasham Circle** is a two-lane local roadway that provides access to Old Sacramento via a signalized intersection with Capitol Mall. Neasham Circle connects Capitol Mall to 2nd Street within Old Sacramento.
- **I Street Bridge:** The I Street Bridge has one travel lane in each direction and largely serves as a local connection between West Sacramento and Downtown Sacramento. It has the northernmost location of the three bridges connecting the two cities. Between the I Street crossing on the east side of West Sacramento, and the Bryte Bend Bridge (which carries Interstate 80 over the Sacramento River) in the northwestern corner of West Sacramento, no other river crossings exist. The I Street Bridge carries approximately 12,700 vehicles per day. In addition to motor vehicles, the I Street Bridge also accommodates pedestrians and bicyclists. However, sidewalks on the bridge are narrow and are directly adjacent to the vehicle travel lanes, and no bicycle lanes are provided. No transit routes currently make use of the I Street Bridge.
- **Tower Bridge:** The Tower Bridge is located less than a half a mile south of the I Street Bridge on the Sacramento River. This crossing has four motor vehicle travel lanes (two in each direction) in addition to striped shoulders which are used by bicyclists. Bicyclists may also share the Tower Bridge's wide protected sidewalks with pedestrians. This bridge carries about 20 percent more traffic than the I Street Bridge, handling approximately 15,600 vehicles per day on a weekday. Numerous transit routes use the Tower Bridge to travel between West Sacramento and Downtown Sacramento.

PROJECT AREA ACCESS

Despite its proximity to several of the region's major transportation investments, accessing Old Sacramento represents a challenge, especially during high-visitation events. Old Sacramento's location between the Sacramento River, Union Pacific Railroad tracks, and I-5 results in a limited number of access points into and out of OSSHP. As shown in Table 5-4, when not considering boat access from the Sacramento River, Old Sacramento has only six access points. All of these access points serve bicycles and pedestrians.

While there are three access points open to motor vehicle traffic, the current configuration of the Front Street gateway is somewhat circuitous because Front Street is depressed below grade at Capitol Mall. Rather than being able to turn directly onto Front Street from Capitol Mall, visitors to OSSHP must travel an additional half mile to connect to Front Street via 3rd Street and O Street in order to use this gateway.

This configuration makes this gateway less attractive to all modes of travel, but especially to bicyclists and pedestrians who are more affected by increased travel distance. In addition, the existing sidewalks on the segment of Front Street beneath Capitol Mall are narrow and have no buffer between the sidewalk and adjoining travel lanes (see image to right). The design of these sidewalks, combined with the circuitous nature of this access, limit the gateway's effectiveness as a pedestrian entry to Old Sacramento.

Table 5-4: Access Points to Old Sacramento		
Access Point	**Motor Vehicle Access**	**Bicycle/Pedestrian Access**
Neasham Circle	✓	✓
Front Street	✓	✓
K Street		✓
I Street	✓	✓
Sacramento River Parkway Multi-Use Trail		✓
2nd Street	✓	✓

Recent modifications to 3rd Street on the east side of I-5 have added a northbound travel lane between I Street and J Street. Previously, this segment of roadway was one-way southbound. This previous configuration required motorists exiting I-5 at J Street to travel two blocks out of their way to access the I Street gateway into Old Sacramento. With the addition of the northbound lane on 3rd Street, motorists exiting I-5 and traveling to the I Street access point travel 2,000 fewer feet than under the previous configuration.

The I Street access point to Old Sacramento also serves as the pedestrian connection to Sacramento's railroad depot, linking visitors to Amtrak, RT light rail, and Amtrak California. Although the station is only a few hundred feet from the northeastern corner of Old Sacramento, the existing connection requires pedestrians and bicyclists to navigate their way through a dimly lit parking lot located beneath a freeway interchange. The route to the Amtrak station is well marked, but the connection currently lacks inviting pedestrian/bicycle facilities.

Parking

Within one-quarter of a mile from Old Sacramento, there are approximately 11,000 off-street parking spaces. In addition, a mixture of parallel and angled on-street parking lines most streets within the historic district. On-street parking spaces are metered, with meter enforcement occurring seven days a week, while off-street parking decks typically charge an hourly rate.

Although numerous parking opportunities exist within a close walk of Old Sacramento's attractions, many visitors make use of two parking decks owned by the City of Sacramento. These two public decks, one located at each of the two access points to Old Sacramento most heavily utilized by motor vehicle traffic, offer a combined 1,329 spaces (451 spaces in the deck located off of Neasham Circle and 878 spaces located in the deck accessed off of I Street).

In addition to these City-owned decks, four privately owned decks at Downtown Plaza combine to offer nearly 4,000 spaces. These spaces are located on the opposite side of I-5 from Old Sacramento, and are connected to Old Sacramento via the K Street pedestrian/bicycle access point.

Rail Crossing

An at-grade Sacramento Southern Railroad crossing of Capitol Mall traverses the western leg of Capitol Mall/Neasham Circle study intersection. According to data provided by the Sacramento Southern Railroad/California State Railroad Museum, 1,306 train movements occurred in 2010 resulting in an average of just under four trains per day. Higher levels of train activity occur on weekends versus weekdays due to excursion train operations from OSSHP. This crossing is currently equipped with traffic signal preemption, warning signage, crossing arms, warning bells, and flashing lights.

Water Transportation

The Sacramento River forms the western border of Old Sacramento. At the height of the Gold Rush, the section of river adjacent to Old Sacramento served as the City's central transportation artery. Although the river no longer serves this function, the Sacramento River is still used for transport, and a significant number of boat trips pass by OSSHP on a daily basis. Recreational traffic comprises the majority of boat trips on the segment of river adjacent to Old Sacramento. However, commercial river cruises operated by Hornblower Cruises & Events also utilize the river and operate from a dock located within Old Sacramento. In addition to the docks within Old Sacramento, two public boat launches are located within one mile of OSSHP:

- **The Broderick Boat Ramp** is located approximately one third of a mile upriver from Old Sacramento on the western bank of the Sacramento River. This public facility is operated by the City of West Sacramento, and has amenities including a picnic area and restrooms.
- **The Discovery Park Boat Ramp** is located approximately one mile upriver from Old Sacramento on the eastern bank of the Sacramento River. This public facility is operated by the Sacramento County Regional Parks Department.

Study Intersections

Study intersections were selected based on the expected travel characteristics associated with the project (i.e., project location and amount of project trips), as well as the susceptibility of nearby intersections to increased traffic due to implementation of the project. The following six intersections were studied as part of the transportation analysis:

1. I Street/3rd Street
2. I Street/5th Street
3. J Street/3rd Street
4. J Street/5th Street
5. Capitol Mall/Neasham Circle
6. Street/Front Street

Data Collection

To provide a baseline for the transportation analysis, traffic counts were collected at the six study intersections identified above. The counts occurred on Tuesday, September 21, 2010 during the a.m. (7:00 a.m. – 9:00 a.m.) and p.m. peak periods (4:00 p.m. – 6:00 p.m.) of the roadway system surrounding Old Sacramento. During the counts, weather conditions were generally dry and local schools were in full session. Pedestrians and bicyclists were also counted at each of the study intersections.

Each intersection's peak hour within the peak period was used for the analysis. For the majority of study intersections, the counts indicate that the a.m. peak hour is between 8:00 a.m. and 9:00 a.m. and the p.m. peak hour is between 4:30 p.m. and 5:30 p.m.

During the collection of the traffic counts, freeway off-ramp queues from northbound and southbound I-5 to J Street were also observed.

REGULATORY SETTING

FEDERAL

No federal laws related to transportation and traffic apply to the proposed General Plan.

STATE

The California Department of Transportation (Caltrans) is the state agency responsible for highway, bridge, and rail transportation planning, construction, and maintenance. Caltrans considers it an impact if the addition of project trips causes a queue on the off-ramp approach to a ramp terminal intersection to extend beyond its storage area and onto the freeway mainline.

LOCAL

Sacramento 2030 General Plan

Policy M 1.2.2 in the Mobility Element of the Sacramento 2030 General Plan sets forth definitions for what is considered an acceptable level of service. The following excerpt from the level of service policy is relevant to implementation of the General Plan.

M 1.2.2 The City shall allow for flexible Level of Service (LOS) standards, which will permit increased densities and mix of uses to increase transit ridership, biking, and walking, which decreases auto travel, thereby reducing air pollution, energy consumption, and greenhouse gas emissions.

a. Core Area Level of Service Exemption—LOS F conditions are acceptable during peak hours in the Core Area bounded by C Street, the Sacramento River, 30th Street, and X Street. If a Traffic Study is prepared and identifies a LOS impact that would otherwise be considered significant to a roadway or intersection that is in the Core Area as described above, the project would

> not be required in that particular instance to widen roadways in order for the City to find project conformance with the General Plan. Instead, General Plan conformance could still be found if the project provides improvements to other parts of the citywide transportation system in order to improve transportation-system-wide roadway capacity, to make intersection improvements, or to enhance non-auto travel modes in furtherance of the General Plan goals. The improvements would be required within the project site vicinity or within the area affected by the project's vehicular traffic impacts. With the provision of such other transportation infrastructure improvements, the project would not be required to provide any mitigation for vehicular traffic impacts to road segments in order to conform to the General Plan. This exemption does not affect the implementation of previously approved roadway and intersection improvements identified for the Railyards or River District planning areas.

Therefore, all six study intersections are located within the Core Area defined in Policy M 1.2.2 and are governed by M 1.2.2 (a). LOS F is acceptable at these locations during peak hours, provided that the project provides improvements to other parts of the citywide transportation system within the project site vicinity (or within the area affected by the project's vehicular traffic impacts) to improve transportation-system-wide roadway capacity, to make intersection improvements, or to enhance non-auto travel modes in furtherance of the General Plan goals. Road widening or other improvements to road segments are not required.

SIGNIFICANCE CRITERIA

In accordance with CEQA, the lead agency evaluates the effects of a proposed project to determine if they could result in significant adverse impacts on the environment. The standards of significance in this analysis are based upon the current practices of the City of Sacramento, documented within the Sacramento 2030 General Plan (2009) and Traffic Impact Analysis Guidelines (1996). Under CEQA, the City of Sacramento is a local responsible agency. In addition to the City standards, as stated above, Caltrans considers it an impact if the addition of project trips causes a queue on the off-ramp approach to a ramp terminal intersection to extend beyond its storage area and onto the freeway mainline. For the purposes of this analysis, an impact is considered significant if implementation of the project would result in any of the following:

BICYCLE FACILITIES

Impacts to bicycle facilities are considered significant if the proposed project would:

- Adversely affect existing or planned bicycle facilities; or
- Fail to adequately provide for access by bicycle

PEDESTRIAN CIRCULATION

Impacts to pedestrian circulation are considered significant if the proposed project would:

- Adversely affect existing or planned pedestrian facilities; or
- Fail to adequately provide for access by pedestrians

TRANSIT FACILITIES

Impacts to the transit system are considered significant if the proposed project would:

- Adversely affect public transit operations; or
- Fail to adequately provide access to transit

FREEWAY FACILITY RAMPS

Caltrans considers the following to be a significant impact:

- Off-ramps with vehicle queues that extend into the ramp's deceleration area or onto the freeway (i.e., exceed the available storage capacity)

INTERSECTIONS

A significant traffic impact occurs when:

- The traffic generated by the project degrades level of service (LOS) from an acceptable LOS (without the project) to an unacceptable LOS (with the project);
- The level of service (without project) is unacceptable and project generated traffic increases the average vehicle delay by 5 seconds or more

IMPACT ANALYSIS

The Transportation Study analyzed potential impacts on transportation systems from implementation of the General Plan under existing conditions and under year 2035 conditions (Cumulative plus Project). The Transportation Study, which includes a detailed description of methodology and assumptions used in the analysis, is provided in Appendix A. 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 or planned bicycle or pedestrian facilities or fail to adequately provide for access by bicycle or pedestrians.

The General Plan calls for improvements to the existing bicycle trail along the Sacramento River and recommends several alternative bicycle/pedestrian access routes through Old Sacramento that improve access connections along the river and to destinations in Downtown Sacramento, as shown in Exhibit B-1, "Proposed Bike Alternative Concepts through Old Sacramento," in Appendix B. Three potential bikeway routes are proposed in Exhibit B-1:

- Alternative A proposes continuing and connecting the existing segments of the Sacramento River Parkway Multi-Use Trail between Old Sacramento, via two routes: (1) a river recreation route that extends the existing trail from where it currently stops

near J Street, to reconnect with the existing Sacramento River Parkway Multi-Use Trail; (2) a commuter route through Old Sacramento that continues the existing Sacramento River Parkway Multi-Use Trail from behind the Railroad History Museum, follows 2nd Street through Old Sacramento, and reconnects with the Sacramento River Parkway Multi-Use Trail at Front Street, south of the Tower Bridge.

- Alternative B proposes an alternative bike connection between the Railyard site, Old Sacramento, and Downtown destinations. Accessed by the Sacramento River Parkway Multi-Use Trail at a point north of the I Street Bridge through the Railyards site (alignment to be coordinated with development of future roadway and bicycle improvements in the Railyards), the route from the bike trail would travel east through the Railyards and connect to the West tunnel that will provide bicycle and pedestrian access between the Railroad Technology Museum and Old Sacramento.

The current bicycle/pedestrian crossing of the Sacramento Southern Railroad tracks at I Street would be enforced as a walk only zone, and bicyclists/pedestrians would be rerouted to other safer bicycle routes. The existing crossing at I Street requires bicyclists to cross multiple train tracks spaced out over an area approximately 85 feet in length and places cyclists on a one block long unpaved segment of I Street. Conversion of this crossing to a walk only zone is not considered an adverse impact to the existing bicycle facility. New clearly marked pedestrian crossings over the existing excursion train tracks and boardwalk area would be provided to improve safety for bicyclists and pedestrians, while also assisting mobility-impaired visitors in reaching the waterfront. Proposed bike routes, alignments, and improvements to surface, shoulders, and installation of signage in Old Sacramento or in the planning area will require coordination with the City and other relevant jurisdictions.

Implementation of the General Plan would improve existing pedestrian and bicycle infrastructure and provide additional signage and amenities for bicyclists and pedestrians within OSSHP. The General Plan would provide for adequate access by pedestrians and bicyclists, and would not adversely affect any existing or planned pedestrian or bicycle facilities. Therefore, project impacts to bicycle and pedestrian circulation are considered **less than significant**.

Impact TRAN-2: Adversely Affect Public Transit Operations or Fail to Adequately Provide Access to Transit. No public transit routes currently operate within Old Sacramento. Implementation of the General Plan would provide additional train service via the expanded excursion train line to the Sacramento Zoo and allow for the implementation of water taxi service between OSSHP and other nearby destinations on the Sacramento River. In addition, the implementation of the General Plan would improve wayfinding, allowing transit riders to and from the area, to more easily reach their destinations. Implementation of the General Plan would not adversely affect public transit operations. Therefore, project impacts to transit are considered **less than significant**.

Impact TRAN-3: Result in off-ramps with vehicle queues that extend into the ramp's deceleration area or onto the freeway (i.e., exceed the available storage capacity).

Access to the regional freeway system from Old Sacramento is provided via on-ramps to I-5 at I Street and L Street, and northbound and southbound off-ramps at J Street. As shown in Table 5-4, all study freeway off-ramps are within their storage areas during the AM and PM peak hours.

As shown in Table 5-5, the addition of proposed project trips would not result in freeway off-ramp vehicle queues exceeding the available storage at the two I-5 off-ramps to J Street.

As shown in Table 5-6, the addition of proposed project trips under Cumulative Plus Project conditions would not result in freeway off-ramp vehicle queues exceeding the available storage at the two I-5 off-ramps to J Street.

Table 5-5: Off-Ramp Queuing – Existing Plus Project Conditions

Off-Ramp	Storage Length	Peak Hour	Existing Queue	Existing Plus Project Queue
I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	975 feet 875 feet	980 feet 885 feet
I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	550 feet 250 feet	550 feet 255 feet

Source: Fehr & Peers, 2011.

Table 5-6: Off-Ramp Queuing – Cumulative Plus Project Conditions

Off-Ramp	Storage Length	Peak Hour	Cumulative No Project Queue	Cumulative Plus Project Queue
I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	985 feet 885 feet	990 feet 890 feet
I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	615 feet 400 feet	615 feet 400 feet

Source: Fehr & Peers, 2011.

In summary, proposed project trips under Existing Plus Project and Cumulative Plus Project conditions would not result in freeway off-ramp vehicle queues exceeding the available storage. Therefore, General Plan-related impacts to freeway facility ramps are considered **less than significant**.

Impact TRAN-4: Degrade the Level of Service (LOS) from an Acceptable LOS (Without the Project) to an Unacceptable LOS (With the Project); or, where the LOS (without project) is Unacceptable, Increase the Average Vehicle Delay by 5 Seconds or More.

Based on the Transportation Study, with the addition of the traffic associated with the General Plan, all study intersections would continue to operate at LOS E or better and would experience no degradation in level of service from existing conditions. Although the J Street/3rd Street

intersection operates at LOS F under Cumulative Plus Project conditions, the addition of project traffic does not increase overall intersection delay by five or more seconds from Cumulative No Project conditions. Therefore, according to the City of Sacramento's significance criteria, the two-second increase in the level of delay at this location does not constitute a project impact. Therefore, General Plan-related impacts to study intersections are considered **less than significant.**

5.6.12 UTILITIES AND SERVICE SYSTEMS

INTRODUCTION

This section analyzes impacts on utilities and service systems that would result from implementing the General Plan.

ENVIRONMENTAL SETTING

OSSHP are served by City municipal utilities. The City currently provides municipal water and wastewater collection services to OSSHP. Wastewater is treated at the Sacramento Regional County Sanitation District's wastewater treatment plant.

REGULATORY SETTING

No federal, state, regional, or local plans, regulations, or laws related to utilities and service systems apply to the proposed General Plan.

SIGNIFICANCE CRITERIA

Implementing the General Plan would have a significant impact related to utilities and service systems 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 stormwater 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 that 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; or
- 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.

OSSHP and Old Sacramento are served by electricity, natural gas, water supply, wastewater/sewer conveyance, and storm drainage facilities. Expanding OSSHP facilities may require upgrades and expansion of some services. The General Plan's facilities and utilities guidelines include Guideline UTIL-1, which requires that capacity of existing utility systems and future demand be determined and improvements made in coordination with the City and service providers. In addition, Guideline FAC-2 requires coordination with the City to ensure adequate provision of public amenities (such as restrooms, water fountains, shade, and seating); and Guideline FAC-8 requires installation of drinking fountains near restrooms and at important gathering areas. Expanding the excursion train service to include the expanded Train Line #1 and the new Train Line #2 would require extending services (water, sewer and electricity) to serve boarding facilities at Pocket/Meadowview and Hood. Guideline FAC-10 requires that State Parks ensure that adequate public amenities (such as restrooms, drinking fountains, seating and shade) are provided at excursion train boarding and waiting areas. With implementation of these General Plan guidelines, this impact would be **less than significant**.

5.7 OTHER CEQA CONSIDERATIONS

5.7.1 UNAVOIDABLE SIGNIFICANT ENVIRONMENTAL EFFECTS

New train operations would expose some new sensitive receptors to train noise in the areas between Baths and the Sacramento Zoo, between the Zoo and the Pocket/Meadowview Station (service and construction trains only), and between the Pocket/Meadowview Station and Hood. These new and expanded train operations resulting from implementation of the General Plan would expose sensitive receptors to noise levels in excess of applicable (Lmax) standards from both train pass-bys and from horn blasts and a substantial increase in ambient noise levels (+3 dBA) during train operating hours. Mitigation measures are available that would reduce program-level noise impacts from train pass-bys to some extent. However, mitigation to completely avoid noise levels from train pass-bys and from horn blasts associated with the expanded excursion train service or reduce them to less-than-significant would be infeasible. Therefore, these impacts would remain significant and unavoidable.

5.7.2 SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES

No significant irreversible changes to the physical environment are anticipated as a result of implementing the General Plan. Proposed development within OSSHP, consisting of a riverfront promenade and viewing stations, docks, bike trail, interpretive exhibits, reconstructed commercial buildings and interpretive displays may be considered long-term commitment of

resources; however, the environmental changes associated with these facilities are not considered significant. Further, the commitment of resources necessary to construct the proposed facilities would enhance already-existing facilities in OSSHP where substantial resources have been previously committed. Implementing the General Plan would allow State Parks to make better use of the existing State Park by offering more programs and increasing visitation. Therefore the irreversible environmental changes in OSSHP are not considered significant. Reconstruction of the rail line to serve the excursion train would take place on existing right of way. Reversal of environmental change associated with the excursion train could be accomplished through discontinuation of operations on the rail line. Therefore, no significant irreversible environmental changes would occur as a result of expanded excursion train service.

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 new housing. Effects of the projects would primarily be limited to the OSSHP and adjacent areas of downtown Sacramento as a result of increased visitors numbers and tourism. These areas are already urbanized and growth in visitation is anticipated to increase patronage to nearby businesses (restaurants and hotels). Some increase in the demand for labor may result from the plan's development, however, the demand and incremental nature of plan and project developments would likely be met by the existing local population and housing market. Therefore, implementation of the General Plan 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 PLANS AND PROPOSALS

Relevant land use plans and development proposals in the vicinity of the planning area that contribute to cumulative impacts are described below.

I-5 RIVERFRONT RECONNECTION PROJECT (BRIDGING I-5)

The proposed project would augment existing multi-modal connections between the Downtown and riverfront/Old Sacramento and Railyards areas including along Capitol Mall, the Crocker Art Museum campus, the riverfront areas, and between Capitol Mall and the northern part of 2nd Street into the Old Sacramento Historic District. This would be accomplished by constructing an additional I-5 overcrossing at N Street, converting a portion of existing Neasham Circle into a bicycle/pedestrian only facility between Front Street and 2nd Street, constructing a viaduct (raised roadway) above the existing Neasham Circle south of Capitol Mall, and creating a 2nd Street connector as a new connection into Old Sacramento from Capitol Mall. The interface between the Front Street viaduct/2nd Street Connector and Capitol Mall would result in a new intersection. The existing slip ramps connecting N Street and L Street with Capitol Mall will be closed and the street pavement for the ramps may be removed. In addition, the following bicycle and pedestrian improvements are proposed: adding a sidewalk on the south side of the existing O Street overcrossing, adding sidewalk along the south side of existing N Street between I-5 and 3rd Street, and adding bicycle lanes and widened sidewalks on the existing Capitol Mall overcrossing.

The initial study/mitigated negative declaration (IS/MND) prepared for the I-5 Riverfront Reconnection Project (July 2011) concluded that potentially significant effects could occur to the environment as a result of the project. These potential impacts are associated with pre-existing groundwater contamination present near the project site that could pose an inadvertent risk to people and the environment. Historic land uses outside the boundary of the project site have affected groundwater quality. Additionally, potential impacts to archaeological or paleontological resources, and potential impacts from disturbance of roosting areas for hoary bat, purple martin, and Swainson's hawk were identified. The IS/MND incorporated all feasible mitigation measures that were appropriate to the project that were set forth in the *City of Sacramento 2030 General Plan Master Environmental Impact Report*, and set forth additional, project specific mitigation measures. The IS/MND concluded that identified impacts could be mitigated to less than significant levels with implementation of these measures.

RAILYARDS SPECIFIC PLAN

The Railyards is located directly north of Old Sacramento and consists of a 244-acre area, planned to be a mixed-use community with housing, retail, and open space. The proposed Railroad Technology Museum would be located in the Railyards at the Central Shops District, using two of the historic buildings in the Central Shops complex, the Boiler and Erecting Shops. The Central Shops, mainly consisting of seven historic brick railyards buildings from the Central Pacific Railroad Yard, constructed between 1868 and 1917, would be preserved, rehabilitated, and adaptively reused to celebrate the Sacramento's history as an important rail center (see Section 2.7.2).

The Railyards Specific Plan Draft Environmental Impact Report (City of Sacramento, August 2007) identified a number of potential environmental effects as a result of the project.

Significant impacts that could be mitigated to less than significant levels included the following:

- air quality degradation from construction and operational activities;
- adverse effects on nesting habitat for Swainson's hawk, white-tailed kite, and other sensitive riparian-nesting species, and burrowing owls;
- take of endangered and threatened fish species and degradation of designated critical habitat;
- loss of a sensitive bat species roosting site, which could result in substantially increased mortality or reduced reproductive success;
- increased mortality and adversely affect reproductive success of purple martins;
- net reduction of sensitive habitats including protected wetland habitat (Section 404 CWA), riparian vegetation, and state jurisdictional waters/wetlands;
- conflict with local policies protecting trees;
- adverse change in the significance of an archaeological and historical resources;
- present a hazard to construction workers due to contaminated soil;
- expose future residents of the property to hazardous substances from contaminated soil and groundwater;
- surface water quality degradation from new sources of polluted runoff; increased construction noise and ground borne vibration;
- increased noise levels affecting sensitive receptors;
- increased demand for parks and recreation facilities;
- increased need for wastewater treatment and water supply;
- adverse light and glare effects on adjacent areas.

Significant unavoidable impacts:

- Operation of the proposed project would result in the generation of increased ROG and NO_x emissions.
- Construction of the proposed Specific Plan would temporarily produce loud noise.
- The proposed Specific Plan could permanently expose sensitive receptors to traffic and rail noise levels.
- Initial Phase of the Specific Plan would degrade traffic levels of service.

Docks Area Specific Plan

The Sacramento *Docks Area Specific Plan* and the Specific Plan EIR envision a new mixed-use riverfront neighborhood on land that was formerly occupied by industrial uses. The Docks Area is located south of Old Sacramento, consists of a 29-acre triangular planning area bounded by the Sacramento River on the west, Front Street and I-5 on the east, and SR 50 on the south. The Docks Area provides circulation features and parks, both which help to create an interconnected riverfront system, linking to Old Sacramento (see Section 2.7.2).

Significant Impacts that can be mitigated:

- adverse light and glare effects on adjacent areas;
- air quality degradation from construction and operational activities;
- Loss of heritage trees and street trees;
- Loss of nesting and foraging habitat for special status species;
- Loss of archaeological and historical resources;
- Exposure of construction workers and future residents of the property to hazardous substances from contaminated soil and groundwater;
- adverse effects on Sacramento River levee from construction induced ground vibrations;

Significant Unavoidable Impacts resulting from the project include the following:

- air quality degradation;
- increased noise levels affecting sensitive receptors;

Significant Cumulative Impacts include:

- Increase in glare affecting adjacent properties;
- air quality degradation (SU);
- Loss of archaeological and historical resources;
- increased demand for parks and recreation facilities;
- Increase in traffic volumes at study intersections and on the freeway system (SU);
- Increase in the need for water supply facilities (SU).

California Indian Heritage Center Plan

The General Plan for the California Indian Heritage Center (CIHC) was approved by the California State Parks Commission in the summer of 2011. The CIHC is a planned new California State Park located in the city of West Sacramento on properties near the Sacramento River across from its confluence with the American River. The CIHC General Plan provides for construction to take place in four phases over approximately 15 to 20 years.

The CIHC main facility will house exhibits, a library, archives, and collections that will present a statewide perspective on California's diverse Indian cultural legacy. The facility will partner with tribal communities to collect and present traditional and contemporary California Indian artistic and cultural expressions. An artist-in-residence facility will support Native artists and allow visitors to view their work as it is created.

The CIHC grounds will maintain and restore the park's natural character, using plant species native to the immediate Sacramento River area except in programmed areas such as Native American demonstration gardens. Special event spaces will be developed near the main facility overlooking the Sacramento River and a plaza on the dry side of the levee that bisects the park. A multi-use bicycle and pedestrian trail will run atop the levee and will connect with other bicycle facilities in the area. The park will contain a segment of the regional waterfront trail along the Sacramento River that connects with the River Walk Promenade Trail to the south. A boat dock is proposed at the north end of the park to accommodate private vessels and a river taxi that can serve other destinations along the Sacramento River, including Old Sacramento. Other facilities that can connect both sides of the Sacramento River, such as a proposed pedestrian bridge and upgrades to the Tower Bridge to accommodate pedestrian traffic are discussed in the Transportation Study included in the CIHC General Plan/EIR (see Section 2.7.2).

Significant environmental impacts were identified for biological resources, seismic hazards, and noise; however, mitigation measures were identified that would reduce the impacts to less-than-significant levels. The EIR for the project concluded that implementation of the Plan for the CIHC would make no considerable contribution to cumulative impacts.

Delta Shores

The proposed Delta Shores project is located in south Sacramento, adjacent to the southern boundary of the city limits. The project site is located south of the Meadowview neighborhood, is bordered on the west by the community of Freeport, and is bisected by Interstate 5. The proposed project includes the development of a 782-acre master-planned community and is envisioned as a compact residential community of approximately 5,092 residences with two mixed-use retail centers – a regional village center and a neighborhood-serving residential mixed-use retail area. The proposed project also includes open space, recreational uses, and pedestrian and bicycle facilities. The proposed village center is anticipated to include up to approximately 1.3 million square feet of retail and commercial uses while a residential/mixed-use area would include a maximum of approximately 161,600 square feet of retail and incorporated office uses. The proposed project proposes to subdivide approximately 315 acres into residential lots and approximately 118 acres into parks, trails, open space, and wetland preserve. Approximately 147 acres would be designated for commercial development (including the 19.9 acres of mixed-use) with the remaining area set aside for schools, utilities, a private community center, and roadways, including development of internal residential collector streets. The Sacramento City Council approved the financing plan for Delta Shores in January 2009.

The EIR prepared for the Delta Shores project identified environmental impacts related to agricultural resources, air quality, biological resources, noise, public services, and transportation and circulation that could be reduced to less-than-significant levels with implementation of mitigation measures included within the EIR. The EIR also identified significant and unavoidable project-specific impacts related to emissions of ozone precursors, exposure of sensitive receptors to increased traffic noise levels from local roadways, decreased level of service the Meadowview Road/24th Street intersection, and freeway operations. The EIR identified significant and unavoidable cumulative impacts related to emissions of ozone precursors, level-of-service deterioration on local roadway segments and intersections, and freeway operations.

CUMULATIVE IMPACTS OF THE OLD SACRAMENTO STATE HISTORIC PARK GENERAL PLAN

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, hazardous materials, airport safety, 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 for all of these resource areas. The General Plan would result in significant unavoidable impacts related to increased noise as a result of excursion train # 2 operations and service operations.

When considered with existing noise from traffic on I-5, the General Plan **would not make a new considerable contribution to cumulatively significant noise impacts** in the areas adjacent to the excursion train line between the Baths and the Zoo, because operations would be essentially similar to those currently in existence, and no new at grade intersections that would require horn blasts are located in this area. However, train pass by noise in the area would still be considered significant and unavoidable. In the area south of the zoo, the General Plan would result in significant and unavoidable noise impacts related to train pass by noise and horn blasts at at-grade public intersection. However, these impacts would not result in new cumulative noise impacts because the project-level impacts would be associated with instantaneous noise increases and would not be cumulatively considerable.

For all other resource areas, cumulative impacts resulting from implementation of the General Plan 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

Various alternatives were considered during the General Plan formulation process, including an alternative to extend the excursion train the full length of the line from OSSHP to Hood. This alternative was eliminated from further discussion in the EIR since it would not reduce or eliminate any significant environmental impacts, and therefore would not satisfy CEQA Guidelines Section 15126.6, described above. The alternatives considered within Old Sacramento involved different uses for the various buildings included within OSSHP. For the purposes of comparing the alternatives, different uses for the various buildings would result in similar effects related to physical construction related impacts, therefore, this analysis of alternatives focuses on the differences between the proposed changes related to the train excursion lines, and uses of the ROW corridor.

ALTERNATIVE 1: GENERAL PLAN WITH NO EXTENSION OF EXCURSION TRAIN

DESCRIPTION

This alternative would consist of implementation of the General Plan as proposed, but would not extend the excursion train past the Baths area (the return site of the existing excursion train), nor would it include a second excursion train from Meadowview to Hood. No improvements to the tracks south of the Baths would be made.

EVALUATION

This alternative would result in fewer impacts when compared to the Preferred Alternative for the following reasons:

- This alternative would avoid noise impacts that would occur to residential land uses between the Baths area and the Sacramento Zoo, and along the Meadowview to Hood rail line.

- This alternative would avoid noise impacts that would occur to residential areas as a result of maintenance activities on the tracks and movement of train equipment between the Zoo and the Pocket/Meadowview station.
- This alternative would have fewer air quality impacts than the preferred alternative because excursion train operations would not be extended beyond the existing run from Old Sacramento to Baths.
- This alternative would have fewer potential impacts to biological resources than the proposed General Plan, because it would not involve construction or operation of facilities in areas that are currently overgrown by vegetation or pass through natural areas.

For all other resource topics, this alternative would have impacts similar to those discussed in the proposed General Plan.

This alternative would partially fulfill the purpose and vision for OSSHP by providing for expanded restoration of structures and visitor-serving facilities that would enhance interpretive opportunities and provide for an enhanced visitor experience within the two parks. It would not fulfill the vision to provide expanded visitor services and experiences within the entire planning area, because it would not make use of the existing unused ROW for visitor-serving purposes.

ALTERNATIVE 2: GENERAL PLAN WITH LIMITED EXTENSION OF THE EXCURSION TRAIN

DESCRIPTION

This alternative would consist of implementation of the General Plan as proposed, with extension of the excursion train to the Zoo (Train Line #1 only). There would be no second excursion train (Train Line #2) from Meadowview to Hood. No improvements to the tracks south of the zoo would be made.

EVALUATION

This alternative would result in fewer impacts when compared to the Proposed General Plan for the following reasons:

- This alternative would avoid noise impacts from excursion trains that would occur to residential land uses south of Sacramento Zoo
- This alternative would avoid noise impacts that would occur to residential areas as a result of maintenance activities on the tracks and movement of train equipment between the zoo and Pocket/Meadowview station.
- This alternative would have fewer air quality impacts than the preferred alternative because excursion train operations would not be extended between Meadowview and Hood
- This alternative would have fewer potential impacts to biological resources than the proposed General Plan, because it would not involve construction or operation of

facilities in areas that are currently overgrown by vegetation or pass through natural areas.

- For all other resource topics, this alternative would have impacts similar to those discussed in the proposed General Plan.

This alternative would partially fulfill the purpose and vision of OSSHP by providing for expanded restoration of structures and visitor-serving facilities that would enhance interpretive opportunities and by extending the excursion train to the zoo. This alternative would not provide the same opportunity for additional excursion train experiences that the Proposed General Plan would provide because the expanded excursion train opportunities would be small. It would not fulfill the vision to provided expanded visitor services and experiences within the entire planning area, because it would make use of only a small portion of the existing unused ROW for visitor-serving purposes.

ALTERNATIVE 3: NO PROJECT ALTERNATIVE

DESCRIPTION

Under the No Project Alternative, no new buildings (recreations of historic structures) or other structures would be constructed in OSSHP. This alternative would allow existing interpretive programs and activities to continue in Old Sacramento; however, no structural improvements that would allow expansion of the interpretive programs would be made.

The Excursion Train activities would remain unchanged from the current program; the train would continue to run on the same schedule as it currently does, traveling from Old Sacramento to Baths area and back.

EVALUATION

This alternative would result in substantially fewer impacts than the Proposed General Plan for the following reasons:

- This alternative would avoid noise impacts that would occur to residential land uses south of the Baths area.
- This alternative would avoid new air quality impacts, because the excursion train would not be extended beyond the Baths area, and traffic conditions and parking demand would not change from existing conditions.
- This alternative would avoid impacts associated with construction (air quality, noise, potential for water quality impacts from storm water runoff).
- This alternative would avoid impacts to natural and cultural resources, because no new construction and ground disturbing activities beyond those currently allowable would occur.

This alternative would not fulfill the purpose and vision of OSSHP to "preserve, study, restore, reconstruct, and interpret" the early history of the city, and to provide opportunities for visitors to experience the history and events that shaped the growth and development of the city and California. In addition, visitor amenities would not be expanded within OSSHP.

ENVIRONMENTALLY SUPERIOR ALTERNATIVE

According to State CEQA Guidelines Section 15126.6(e)(2) "If the environmentally superior alternative is the 'no project' alternative, the EIR shall also identify an environmentally superior alternative among the other alternatives."

The environmentally superior alternative is the No Project Alternative. However, as explained above, in compliance with CEQA, the EIR must identify an environmentally superior alternative from among the other alternatives. In this case Alternative 1 is considered the environmentally superior alternative. This alternative avoids the added noise and air quality impacts associated with extension of the excursion train to the zoo, and from Meadowview to Hood. This alternative also results in fewer potential impacts to biological resources and traffic, as it does not involve physical alterations to the existing environment outside of the OSSHP planning area in Old Sacramento.

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CHAPTER

6

REFERENCES

CHAPTER 6: REFERENCES

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CHAPTER

7

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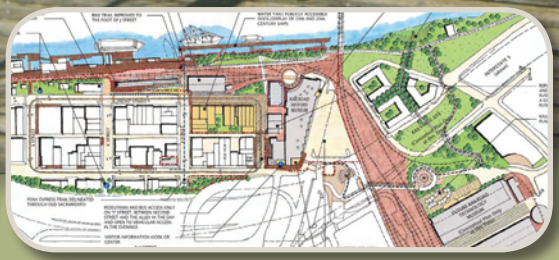
APPENDIX A

Transportation Study



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AECOM

Final

Transportation Study for the Old Sacramento State Historic Park and California State Railroad Museum General Plan

December 2011

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TABLE OF CONTENTS

1. Introduction 1

Project Description 2
Study Intersections 3
Data Collection 4
Standards of Significance 4
Analysis Methodology 6

2. Existing Conditions 9

Project Area Transportation Facilities 9
Regional Transportation Facilities 11
Roadway Network 13
Project Area Access 14
Parking 17
Rail Crossing 17
Water Transportation 18
Intersection Operations 18

3. Existing Plus Project Conditions 21

Project Description 21
Trip Generation 21
Trip Distribution 25
Intersection Operations 29

4. Cumulative Conditions 32

Traffic Forecasts 32
Cumulative No Project Intersection Operations 37
Cumulative Plus Project Intersection Operations 38
Transit Facilities 40
Pedestrian and Bicycle Facilities 43

LIST OF FIGURES

Figure 1: Existing Bicycle Facilities 10

Figure 2: Existing Transit Facilities 12

Figure 3: Peak Hour Traffic Volumes and Lane Configurations – Existing Conditions 20

Figure 4: Trip Distribution – Inbound Trips 27

Figure 5: Trip Distribution – Outbound Trips 28

Figure 6: Peak Hour Traffic Volumes and Lane Configurations – Existing Plus Project Conditions 30

Figure 7: Planned Development/Redevelopment Opportunities 35

Figure 8: Peak Hour Traffic Volumes and Lane Configurations – Cumulative No Project Conditions 36

Figure 9: Peak Hour Traffic Volumes and Lane Configurations – Cumulative Plus Project Conditions 39

LIST OF TABLES

Table 1 Intersection Level of Service Thresholds 7

Table 2 Access Points to Old Sacramento 15

Table 3 Intersection Level of Service – Existing Conditions 19

Table 4 Off-Ramp Queuing – Existing Conditions 19

Table 5 Trip Generation – 1849 Scene 23

Table 6 Peak Attendance Analysis – Railroad Technology Museum 23

Table 7 Weekday PM Peak Hour Trip Generation – Railroad Technology Museum 24

Table 8 Trip Generation – Total 25

Table 9 Intersection Level of Service – Existing Plus Project Conditions 29

Table 10 Off-Ramp Queuing – Existing Plus Project Conditions 31

Table 11 Intersection Level of Service – Cumulative No Project Conditions 37

Table 12 Off-Ramp Queuing – Cumulative No Project Conditions 38

Table 13 Intersection Level of Service – Cumulative Plus Project Conditions 38

Table 14 Off-Ramp Queuing – Cumulative Plus Project Conditions 40

APPENDICES

Appendix A: Existing Conditions Level of Service Calculations

Appendix B: Existing Plus Project Conditions Level of Service Calculations

Appendix C: Cumulative Conditions Level of Service Calculations

1. INTRODUCTION

At the height of the Gold Rush, the Sacramento River served as the City's central transportation artery, and Old Sacramento was the City's core. In 1869, the Transcontinental Railroad was completed, and quickly supplanted the river as Sacramento's primary transportation artery. Modern day Sacramentans drive downtown on Interstate 5 (I-5), one of the busiest freeways in the region; or across the Tower Bridge, West Sacramento's primary connection to the Central Business District. These four key transportation corridors serve as Old Sacramento Historic District's (Old Sacramento's) boundaries: the Union Pacific Railroad/I Street Bridge to the north, the Tower Bridge/Capitol Mall to the south, I-5 to the east, and the Sacramento River to the west. Indeed, Old Sacramento lies at the heart of City's transportation system, and is accessible by automobile, boat, bus, train, bicycle, or on foot.

This study analyzes the potential impacts of the proposed Old Sacramento State Historic Park (OSSHP) General Plan upon the surrounding multi-modal transportation system. OSSHP consist of several dispersed components concentrated in the northern half of Old Sacramento. The planning area addressed in the General Plan also includes an excursion train line that currently runs south from Old Sacramento along the eastern bank of the Sacramento River for approximately three miles, and its associated 16 plus miles of railroad right-of-way on the heritage Sacramento Southern railroad line, owned mostly by State Parks (with the exception of four-miles of right-of-way between the Land Park and Pocket/Meadowview areas, owned by the Sacramento Regional Transit District and a permanent easement from the City on City-owned property in Old Sacramento). Additional components within the planning area proposed to house or serve the Railroad Technology Museum (RTM) include two of the remaining Central Shops buildings, a turntable, transfer table, and firing line on the Railyards site.

The impact analysis conducted for this study evaluated the roadway, waterway, transit, bicycle, and pedestrian components of the overall transportation system under the following scenarios:

- Existing Conditions
- Existing Plus Project Conditions
- Cumulative Conditions
- Cumulative Plus Project Conditions

PROJECT DESCRIPTION

The General Plan represents a long-term (approximately 20 years) vision for the future of the OSSHP. The Preferred Alternative Plan includes numerous enhancements to existing components of OSSHP, in addition to new facilities, all of which are intended to improve the visitor experience within OSSHP and assist the park in achieving its long-term vision. Components of the Plan include the following:

- **Visitor Gateways** – identify arrival into OSSHP
- **Directional Signage** – identifies the location of specific destinations within the park
- **Visitor Kiosks** – new kiosks to provide materials/information to visitors
- **Riverfront Improvements** – pedestrian and bicycle circulation improvements; additional amenities including seating, exhibits, and signage; development of a new dock for the display of historic ships, boat moorage, and the potential operation of a water taxi service
- **1849 Scene/Future Gold Rush and Commerce Block** – reconstruction of a historic commercial block located on what is currently a large open grassy slope, located on Front Street between I Street and J Street, consisting of three levels: an excavated underground level to be used as a museum to expose and convey the original Gold Rush period elevation and experiences in Sacramento, interpret the archaeological remains found on-site, and the transformation to the architecture, development, and landscape of the City, following the city's recurring history with floods and fires; a street grade level with reconstructions of select commercial buildings and activities and period-style concessions from the 1860s and 1870s period and potential location for a Visitor Center; and a second story level housing State Park offices, potentially, a hotel, interpretive facilities, and other commercial concessions
- **Pony Express Trail** – enhance existing Pony Express Plaza on the corner of 2nd Street and I Street with additional visitor amenities, and identify the Pony Express Trail route through Old Sacramento using signage and interpretive materials
- **California State Railroad Museum Improvements** – construction of the RTM as an approximately 152,000 square foot new facility, occupying the former Southern Pacific Railroad's Boiler Shop and Erecting Shop; potential addition of a catering kitchen on the

north side of the existing Railroad History Museum (RHM) building; and a new entrance on the east side of the existing RHM building for school and tour groups

- **Big Four Building** – uses and interpretation to be further considered in a future Interpretive Master Plan, with potential for repurposing the Stanford Gallery to interpret its former historic commercial uses and/or other opportunities to interpret the significance of the Big Four Buildings
- **Dingley Steam Coffee and Spice Mill** – repurposing of the first floor as a coffee shop
- **Central Pacific Railroad Passenger Station Improvements** – expanded boarding stand and ticketing for the excursion train line, new restaurant concession, and restroom improvements
- **Central Pacific Railroad Freight Depot Improvements** – removal of the public market additions, addition of new interpretive exhibits
- **Expanded Excursion Train Operations** – new service between Old Sacramento and the Sacramento Zoo (via an extension of the existing train route), new service between the Pocket/Meadowview neighborhood and the town of Hood
- **Horse-drawn Streetcar** – new horse-drawn streetcar transit, serving visitors to Old Sacramento via a demonstration line, traveling between Front Street and I Street, on State Park property

STUDY INTERSECTIONS

Study intersections were selected based on the expected travel characteristics associated with the project (i.e., project location and amount of project trips), as well as the susceptibility of nearby intersections to increased traffic due to implementation of the project. The following six intersections were studied as part of the transportation analysis:

1. I Street/3rd Street
2. I Street/5th Street
3. J Street/3rd Street
4. J Street/5th Street
5. Capitol Mall/Neasham Circle
6. O Street/Front Street

DATA COLLECTION

To provide a baseline for the transportation analysis, traffic counts were collected at the six study intersections, all located within the City of Sacramento. The counts occurred on Tuesday, September 21, 2010 during the AM (7:00 AM – 9:00 AM) and PM peak periods (4:00 PM – 6:00 PM) of the roadway system surrounding Old Sacramento. During the counts, weather conditions were generally dry and local schools were in full session. Pedestrians and bicyclists were also counted at each of the study intersections.

Each intersection's peak hour within the peak period was used for the analysis. For the majority of study intersections, the counts indicate that the AM peak hour is between 8:00 AM and 9:00 AM and the PM peak hour is between 4:30 PM and 5:30 PM.

During the collection of the traffic counts, freeway off-ramp queues from northbound and southbound I-5 to J Street were also observed.

STANDARDS OF SIGNIFICANCE

In accordance with CEQA, the lead agency evaluates the effects of a proposed project to determine if they could result in significant adverse impacts on the environment. The standards of significance in this analysis are based upon the current practices of the City of Sacramento, documented within the *Sacramento 2030 General Plan* (2009) and *Traffic Impact Analysis Guidelines* (1996). Under CEQA, the City of Sacramento is the local responsible agency.

In addition to the City standards, Caltrans considers it an impact if the addition of project trips causes a queue on the off-ramp approach to a ramp terminal intersection to extend beyond its storage area and onto the freeway mainline. For the purposes of this analysis, an impact is considered significant if implementation of the project would result in any of the following:

Bicycle Facilities:

Impacts to bicycle facilities are considered significant if the proposed project would:

- Adversely affect existing or planned bicycle facilities; or
- Fail to adequately provide for access by bicycle

Pedestrian Circulation:

Impacts to pedestrian circulation are considered significant if the proposed project would:

- Adversely affect existing or planned pedestrian facilities; or
- Fail to adequately provide for access by pedestrians

Transit Facilities:

Impacts to the transit system are considered significant if the proposed project would:

- Adversely affect public transit operations; or
- Fail to adequately provide access to transit

Freeway Facility Ramps:

Caltrans considers the following to be a significant impact:

- Off-ramps with vehicle queues that extend into the ramp's deceleration area or onto the freeway (i.e., exceed the available storage capacity)

Intersections:

A significant traffic impact occurs when:

- The traffic generated by the project degrades level of service (LOS) from an acceptable LOS (without the project) to an unacceptable LOS (with the project);
- The level of service (without project) is unacceptable and project generated traffic increases the average vehicle delay by 5 seconds or more

Policy M 1.2.2 contained in the *Mobility Element* of the *Sacramento 2030 General Plan* sets forth definitions for what is considered an acceptable level of service. The following excerpt from the level of service policy is relevant to this study:

M 1.2.2 The City shall allow for flexible Level of Service (LOS) standards, which will permit increased densities and mix of uses to increase transit ridership, biking, and walking, which decreases auto travel, thereby reducing air pollution, energy consumption, and greenhouse gas emissions.

a. Core Area Level of Service Exemption—LOS F conditions are acceptable during peak hours in the Core Area bounded by C Street, the Sacramento River, 30th Street, and X Street. If a Traffic Study is prepared and identifies a LOS impact that would otherwise be considered significant to a roadway or intersection that is in the Core

> Area as described above, the project would not be required in that particular instance to widen roadways in order for the City to find project conformance with the General Plan. Instead, General Plan conformance could still be found if the project provides improvements to other parts of the citywide transportation system in order to improve transportation-system-wide roadway capacity, to make intersection improvements, or to enhance non-auto travel modes in furtherance of the General Plan goals. The improvements would be required within the project site vicinity or within the area affected by the project's vehicular traffic impacts. With the provision of such other transportation infrastructure improvements, the project would not be required to provide any mitigation for vehicular traffic impacts to road segments in order to conform to the General Plan. This exemption does not affect the implementation of previously approved roadway and intersection improvements identified for the Railyards or River District planning areas.

Therefore, all six study intersections are located within the Core Area defined in Policy M 1.2.2 and are governed by M 1.2.2 (a). LOS F is acceptable at these locations during peak hours, provided that the project provides improvements to other parts of the citywide transportation system within the project site vicinity (or within the area affected by the project's vehicular traffic impacts) to improve transportation-system-wide roadway capacity, to make intersection improvements, or to enhance non-auto travel modes in furtherance of the General Plan goals. Road widening or other improvements to road segments are not required.

ANALYSIS METHODOLOGY

All intersections were analyzed using procedures and methodologies contained in the *Highway Capacity Manual* (HCM) (Transportation Research Board, 2000). These methodologies were applied using Synchro[1], a traffic operations analysis software package.

The HCM methodologies determine a level of service (LOS) for each study intersection. Level of service is a qualitative measure of traffic operating conditions whereby a letter grade, from A (the best) to F (the worst), is assigned. These grades represent the perspective of drivers and are an indication of the comfort and convenience associated with driving. In general, LOS A

[1] Trafficware, 2005

represents free-flow conditions with no congestion, and LOS F represents severe congestion and delay under stop-and-go conditions. Table 1 presents the intersection LOS thresholds.

Table 1
Intersection Level of Service Thresholds

Level of Service	Average Control Delay (seconds/vehicle) [1]	
	Signalized Intersection	Unsignalized Intersection
A	0 – 10.0	0 – 10.0
B	10.1 – 20.0	10.1 – 15.0
C	20.1 – 35.0	15.1 – 25.0
D	35.1 – 55.0	25.1 – 35.0
E	55.1 – 80.0	35.1 – 50.0
F	> 80.0	> 50.0

Notes:

1. Control delay includes initial deceleration delay, queue move-up time, stopped delay, and acceleration delay.

Source: *Highway Capacity Manual,* Chapter 16 (Signalized Intersections) and Chapter 17 (Unsignalized Intersections), Transportation Research Board, 2000.

Typical of a downtown business district, the capacity of some study area intersections may be adversely affected by operational and physical characteristics such as parking maneuvers, vehicle blockages, transit activity, small-radius turns and high pedestrian activity. Consistent with the methodology provided in the *Highway Capacity Manual* (Transportation Research Board, 2000), the vehicle headway factors were increased at three study intersections (intersection numbers two through four) to address the issue of regular and frequent interference.

Detailed Intersection Analysis Assumptions and Methodologies

The following assumptions and methodologies were applied during the analysis of study intersections:

- Per HCM procedures, the level of service (LOS) for signalized and all-way stop-controlled intersections was based on the average control delay for all vehicles
- September 2010 pedestrian counts were incorporated into the analysis

- Signalized intersections were analyzed using the most up-to-date traffic signal timings provided by the City of Sacramento
- Per the City of Sacramento's *Traffic Impact Analysis Guidelines* (1996), a peak hour factor (PHF) of 1.00 was assumed for all existing and cumulative scenarios
- Intersection peak hour heavy vehicle[2] percentages were set at 2 percent

[2] As defined by the *Highway Capacity Manual*, a heavy vehicle is any "vehicle with more than four wheels touching the pavement during normal operation."

2. EXISTING CONDITIONS

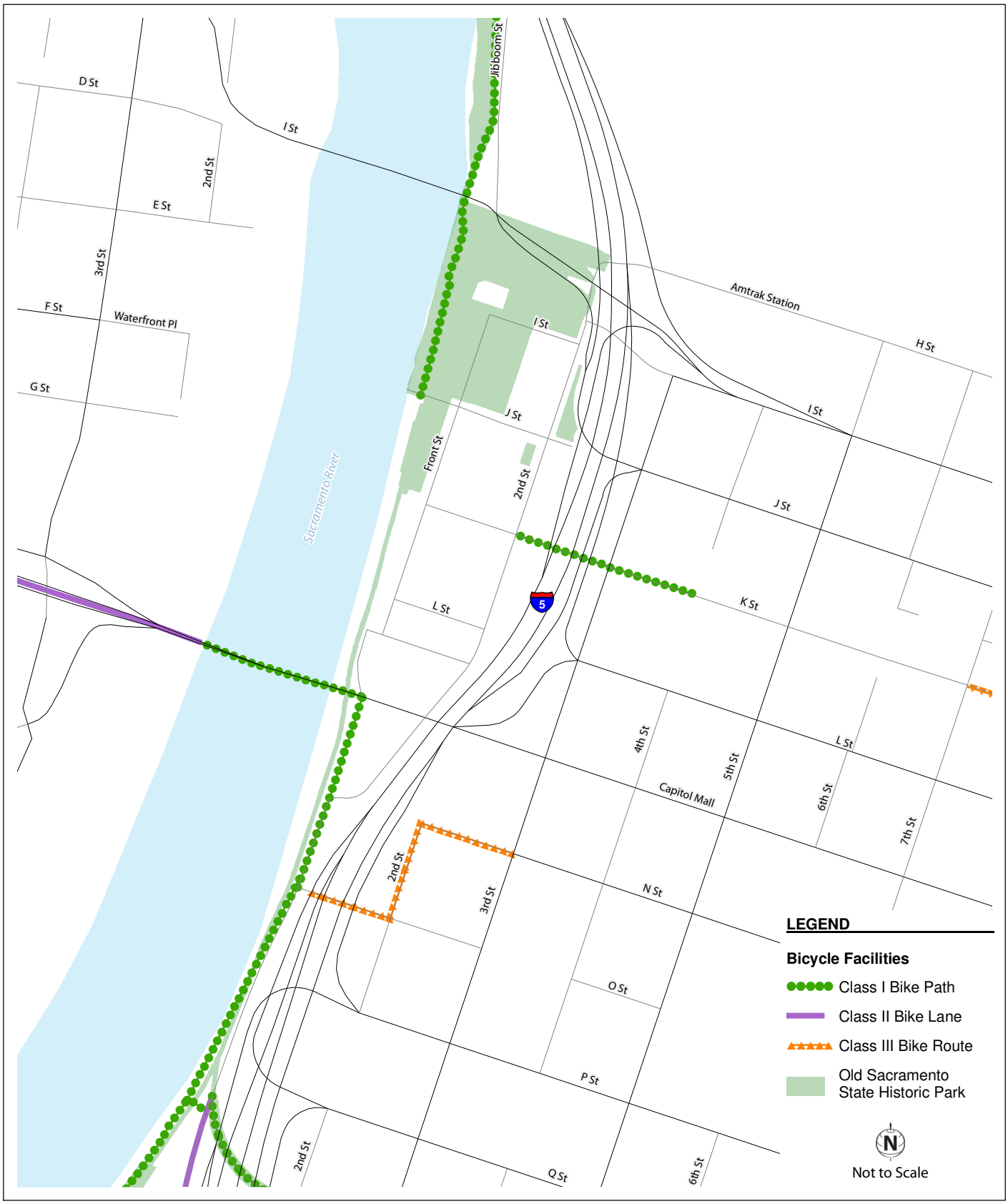
This chapter describes the physical and operational characteristics of the transportation system within the study area.

PROJECT AREA TRANSPORTATION FACILITIES

Within Old Sacramento, a well-connected gridded system of streets provides access to businesses and attractions. Streets within Old Sacramento have two bidirectional travel lanes, a mixture of parallel and angled on-street parking, and are designed for vehicles to operate at low travel speeds. Front Street is paved with cobblestones between Neasham Circle and J Street, which results in lower vehicle travel speeds.

Streets in Old Sacramento are lined with sidewalks on both sides, most of which are approximately 15 feet wide and constructed of wooden planks raised above the roadway. Sidewalk ramps have recently been upgraded to comply with the Americans with Disabilities Act. Additionally, an approximately thirty-foot wide boardwalk stretches along the western edge of OSSHP between the Sacramento River and the tracks for the California State Railroad Museum's excursion train. The boardwalk extends to the northwest corner of OSSHP where it connects with the Sacramento River Parkway Multi-Use Trail and American River Parkway, which stretches 33 miles from Sacramento to Folsom Lake (see image above).

Additional Class I off-street bicycle facilities currently serving the area include a trail along the eastern bank of the Sacramento River south of Capitol Mall, a connection to Old Sacramento across the Tower Bridge, and a connection to Downtown Plaza via an undercrossing of I-5 and 3rd Street. 2nd Street is also designated as a Class III on-street bike route through Old Sacramento. Figure 1 displays a map of existing bicycle facilities surrounding Old Sacramento.



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EXISTING BICYCLE FACILITIES

FIGURE 1

REGIONAL TRANSPORTATION FACILITIES

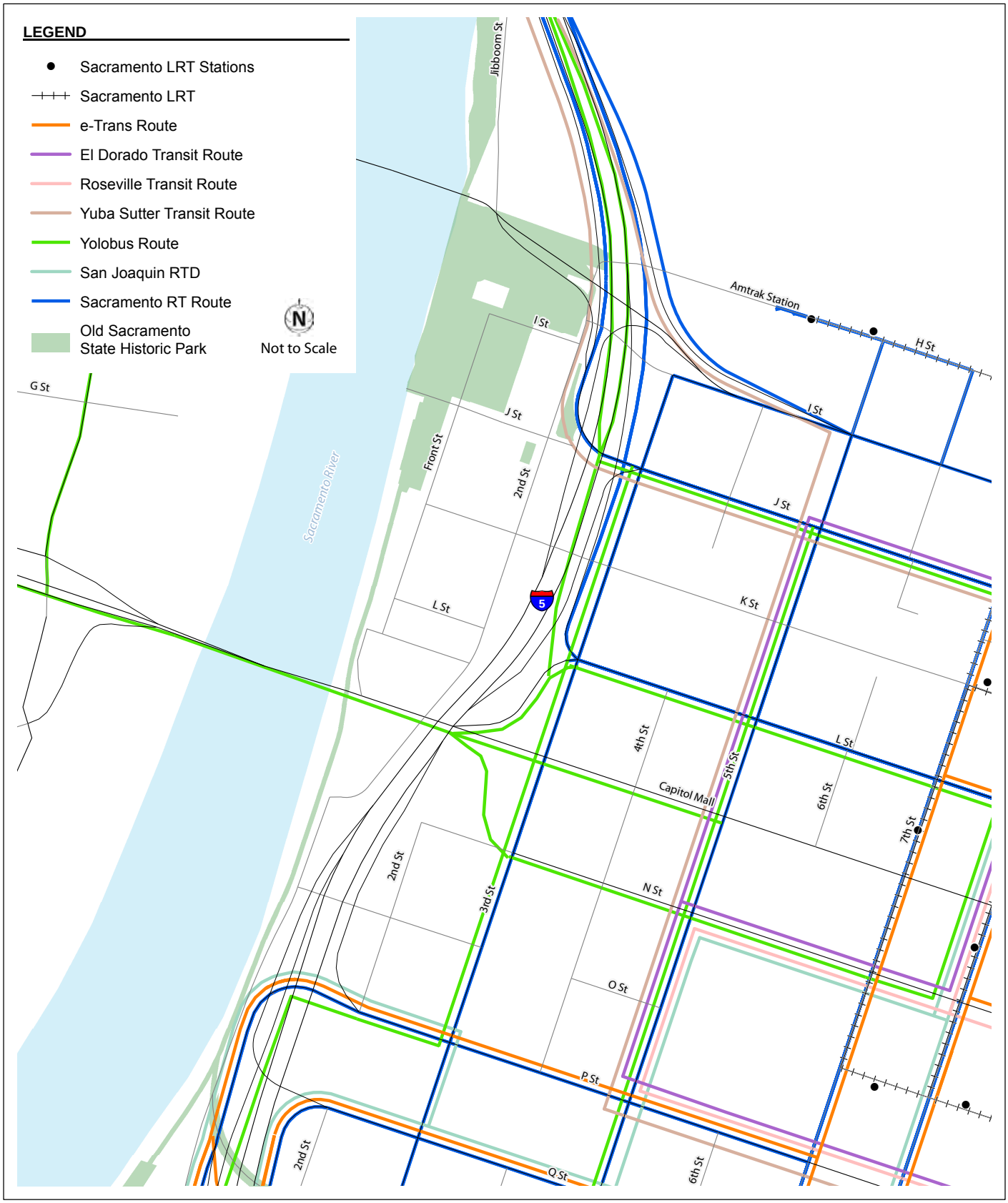
A sidewalk-lined system of gridded streets also exists on the east side of I-5 in Downtown Sacramento. However, unlike within Old Sacramento, streets on the east side of the freeway have three to five travel lanes designed to handle large volumes of regional commuter traffic, and many of the major roadways in Downtown are one-way facilities.

The City's Amtrak station, one of the ten busiest in the nation,[3] is located only a few hundred feet to the northeast of Old Sacramento on the opposite side of I-5. Two long distance Amtrak routes, the Coast Starlight (Seattle-Portland-Sacramento-Log Angeles) and the California Zephyr (Emeryville-Sacramento-Denver-Chicago) serve the station in addition to two Amtrak California regional routes, the Capitol Corridor (San Jose-Sacramento-Auburn), and the San Joaquin (Sacramento-Bakersfield). Regional Transit's (RT) Gold Line also connects the Amtrak station to the Sacramento region's light rail transit network.

Regional Transit provides a majority of the public transit service (light rail and bus) within the study area as shown in Figure 2. However, bus transit service connecting Sacramento to the surrounding region is also provided by Yolobus, Folsom Stage Lines, Yuba-Sutter Transit, Roseville Transit, El Dorado Transit, Elk Grove Transit (e-Trans), and the San Joaquin Regional Transit District.

Access to the regional freeway system from Old Sacramento is provided via on-ramps to I-5 at I Street and L Street, and off-ramps at J Street. Interstate 5 extends the length of California and into Oregon and Washington. Within the study area, this freeway serves as a vital link between the primarily residential neighborhoods to the north and south of Downtown and the Central Business District. Interstate 5 also provides easy access from Old Sacramento to the region's two major east-west freeways, Interstate 80 and US Highway 50 (US-50). Adjacent to Old Sacramento, I-5 has four northbound and four southbound travel lanes. South of the I Street merge, southbound I-5 gains a fifth lane that serves as an auxiliary lane between the I Street on-ramp and the US-50/Business 80 off-ramp.

[3] Amtrak's Fiscal Year 2009 *National Fact Sheet* lists Sacramento as 7th in total Amtrak ridership.



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EXISTING TRANSIT FACILITIES

FIGURE 2

ROADWAY NETWORK

The characteristics of several key roadway facilities in the vicinity of OSSHP are described in greater detail below:

- ***Capitol Mall*** is a four-lane east-west divided roadway within the study area. Capitol Mall originates on the west at the Tower Bridge, and is a continuation Tower Bridge Gateway, a roadway that connects to Business Route 80 in West Sacramento. Capitol Mall terminates on the east at 10th Street at the State Capital. A grass median, approximately 40 feet wide, separates eastbound and westbound traffic within the study area.
- ***I Street*** is a three to four-lane one-way (westbound) roadway within the study area. I Street originates on the east at 28th Street and terminates on the west at Front Street in Old Sacramento. I Street serves as one of the primary gateways to OSSHP, and also has on-ramps to northbound and southbound I-5. Motor vehicle traffic is not permitted on I Street between Front Street and Commonwealth Alley.
- ***J Street*** is a three to four-lane one-way (eastbound) roadway within the study area and forms a couplet with I Street through Downtown Sacramento. J Street originates on the west at I-5, fed by off-ramps from northbound and southbound I-5. J Street continues through Downtown and Midtown Sacramento, and eventually transitions into Fair Oaks Boulevard east of the American River. A separate discontinuous segment of J Street exists within Old Sacramento between the Sacramento River and I-5.
- ***3rd Street*** varies from a three-lane divided roadway to a three-lane one-way (southbound) roadway within the study area. Third Street originates on the north at I Street and terminates on the south at Broadway. The western side of 3rd Street between I Street and O Street lacks sidewalks.
- ***5th Street*** is primarily a three-lane one-way (northbound) roadway within the study area. Fifth Street originates on the south at 4th Avenue and terminates on the north at H Street. Fifth Street has two-way travel between J Street and L Street as it passes under the Downtown Plaza mall. Future plans call for the extension of 5th Street northward to North B Street as part of the Railyards Redevelopment Project.
- ***Front Street*** is a two-lane north-sound roadway that runs along the eastern bank of the Sacramento River. Front Street is discontinuous on either side Capitol Mall, with a northern segment that travels through Old Sacramento connecting Neasham Circle to I Street, and a southern segment that runs from Miller Park before transitioning into 2nd

Street just south of Capitol Mall. The northern segment of Front Street within Old Sacramento is paved with cobblestones, and north of J Street vehicular access is prohibited.

- ***Neasham Circle*** – is a two-lane local roadway that provides access to Old Sacramento via a signalized intersection with Capitol Mall. Neasham Circle connects Capitol Mall to 2nd Street within Old Sacramento.
- **I Street Bridge:** The I Street Bridge has one travel lane in each direction, and serves largely as a local connection between West Sacramento and Downtown Sacramento. It has the northernmost location of the three bridges connecting the two cities. Between the I Street crossing on the east side of West Sacramento, and the Bryte Bend Bridge (which carries Interstate 80 over the Sacramento River) in the northwestern corner of West Sacramento, no other river crossings exist. The I Street Bridge carries approximately 12,700 vehicles per day. In addition to motor vehicles, the I Street Bridge also accommodates pedestrians and bicyclists. However, sidewalks on the bridge are narrow and are directly adjacent to the vehicle travel lanes, and no bicycle lanes are provided. No transit routes currently make use of the I Street Bridge.

- **Tower Bridge:** The Tower Bridge is located less than a half a mile south of the I Street Bridge on the Sacramento River. This crossing has four motor vehicle travel lanes (two in each direction) in addition to striped shoulders which are used by bicyclists. Bicyclists may also share the Tower Bridge's wide protected sidewalks with pedestrians. This bridge carries about 20 percent more traffic than the I Street Bridge, handling approximately 15,600 vehicles per day on a weekday (May 2010 traffic count revealed that the volume on the bridge is approximately 30 percent less on a Saturday). Numerous transit routes use the Tower Bridge to travel between West Sacramento and Downtown Sacramento.

PROJECT AREA ACCESS

Despite its proximity to several of the region's major transportation investments, accessing Old Sacramento represents a challenge for many visitors, especially during high visitation events. Old Sacramento's location between the Sacramento River, Union Pacific Railroad tracks, and I-5 results in a limited number of access points into and out of OSSHP. As shown in Table 2, when not considering boat access from the Sacramento River, Old Sacramento has only five access points. Two of these five access points serve bicycles and pedestrians only.

Table 2
Access Points to Old Sacramento

Access Point	Motor Vehicle Access	Bicycle/Pedestrian Access
1. Neasham Circle	✓	✓
2. 2nd Street	✓	✓
3. K Street		✓
4. I Street	✓	✓
5. Sacramento River Parkway Multi-Use Trail		✓

While there are three access points open to motor vehicle traffic, the current configuration of the Front Street gateway is somewhat circuitous because Front Street is depressed below grade at Capitol Mall. Rather than being able to turn directly onto Front Street from Capitol Mall, visitors to OSSHP must travel an additional half mile to connect to Front Street via 3rd Street and O Street in order to use this gateway.

This configuration makes this gateway less attractive to all modes of travel, but especially to bicyclists and pedestrians who are more affected by increased travel distance. Additionally, the existing sidewalks on the segment of Front Street beneath Capitol Mall are narrow and have no buffer between the sidewalk and adjoining travel lanes (see image to right). The design of these sidewalks, combined with the circuitous nature of this access, limit the gateway's effectiveness as a pedestrian entry/exit to Old Sacramento.

Recent modifications to 3rd Street on the east side of I-5 have added a northbound travel lane between I Street and J Street. Previously, this segment of roadway was one-way southbound. This previous configuration required motorists exiting I-5 at J Street to travel two blocks out of their way to access the I Street gateway into Old Sacramento. With the addition

of the northbound lane on 3rd Street, motorists exiting I-5 and traveling to the I Street access point travel 2,000 fewer feet than under the previous configuration.

The I Street access point to Old Sacramento also serves as the pedestrian connection to Sacramento's railroad depot, linking visitors to Amtrak, RT light rail, and Amtrak California. Although the station is only a few hundred feet from the northeastern corner of Old Sacramento, the existing connection requires pedestrians and bicyclists to navigate their way through a dimly lit parking lot located beneath a freeway interchange (see image to left). The route to the Amtrak station is well marked, but the connection currently lacks inviting pedestrian/ bicycle facilities.

The segment of I Street immediately east of Old Sacramento crosses beneath I-5 and serves as a primary vehicular gateway into Old Sacramento, but has several attributes which decrease its desirability as a pedestrian gateway. East of 3rd Street, sidewalks exist on only the southern side of I Street; west of 3rd Street, sidewalks exist on only the northern side of the roadway. The relatively narrow sidewalks on the segment of I Street beneath I-5 have no buffer between the roadway and the adjacent travel lane, and lack pedestrian scale lighting.

The intersections on either side of this segment, I Street/3rd Street and I Street/2nd Street, also have features that present challenges to pedestrian mobility. The westbound approach to the I Street/2nd Street intersection is uncontrolled, while the northbound and southbound legs are stop-controlled. Of the three approaches to this intersection, only one (southbound) has a marked crosswalk. The I Street/3rd Street intersection also lacks a marked crosswalk on the eastbound approach. The existing sidewalks and crosswalks at the I Street gateway to Old Sacramento do not adequately provide a direct path for convenient pedestrian travel.

The project list for the City of Sacramento's Year 2010 Streetscape Enhancement Program currently lists the I Street Gateway to Old Sacramento (defined as I Street between 2nd Street and 5th Street) as the fifth highest priority for "other corridors" (i.e., non commercial corridors).

Opportunities for additional access points to Old Sacramento from the north may be possible, in connection with the development of the Railyards site, but require further future planning and coordination with the City and property owners of the Railyards property.

PARKING

Within one-quarter of a mile from Old Sacramento, there are approximately 11,000 off-street parking spaces.[4] Additionally, a mixture of parallel and angled on-street parking lines most streets within the historic district. On-street parking spaces are metered, with meter enforcement occurring seven days a week, while off-street parking decks typically charge an hourly rate.

Although numerous parking opportunities exist within a close walk of Old Sacramento's attractions, many visitors make use of two parking decks owned by the City of Sacramento. These two public decks, one located at each of the two access points to Old Sacramento most heavily utilized by motor vehicle traffic, offer a combined 1,329 spaces (451 spaces in the deck located off of Neasham Circle and 878 spaces located in the deck accessed off of I Street).

In addition to these City-owned decks, four public parking decks at Downtown Plaza combine to offer nearly 4,000 spaces. These spaces are located on the opposite side of I-5 from Old Sacramento, and are connected to Old Sacramento via the K Street pedestrian/bicycle access point.

RAIL CROSSING

An at-grade Sacramento Southern Railroad crossing of Capitol Mall traverses the western leg of Capitol Mall/Neasham Circle study intersection. According to data provided by the Sacramento Southern Railroad/California State Railroad Museum, 1,306 train movements occurred in 2010 resulting in an average of just under four trains per day. Higher levels of train activity occur on weekends versus weekdays due to excursion train operations from OSSHP. This crossing is currently equipped with traffic signal preemption, warning signage, crossing arms, warning bells, and flashing lights.

[4] According to Draft Downtown Off-Street Parking Supply data produced by the City of Sacramento in January, 2010.

WATER TRANSPORTATION

The Sacramento River forms the western border of Old Sacramento. At the height of the Gold Rush, the section of river adjacent to Old Sacramento served as the City's central transportation artery. Although the river no longer serves this function, the Sacramento River is still used for transport, and a significant number of boat trips pass by OSSHP on a daily basis. Recreational traffic comprises the majority of boat trips on the segment of river adjacent to Old Sacramento. However, commercial river cruises operated by Hornblower Cruises & Events also utilize the river and operate from a dock located within Old Sacramento. In addition to the docks within Old Sacramento, two public boat launches are located within one mile of OSSHP:

- **The Broderick Boat Ramp** is located approximately one third of a mile upriver from Old Sacramento on the western bank of the Sacramento River. This public facility is operated by the City of West Sacramento, and has amenities including a picnic area and restrooms.

- **The Discovery Park Boat Ramp** is located approximately one mile upriver from Old Sacramento on the eastern bank of the Sacramento River. This public facility is operated by the Sacramento County Regional Parks Department.

INTERSECTION OPERATIONS

Figure 1 displays the existing AM and PM weekday peak hour traffic volumes, as well as the current lane configurations and traffic controls present at each of the six study intersections. Table 3 summarizes the existing peak hour intersection operations at the study intersections (refer to separate Appendix A for detailed calculations). As shown, all signalized and unsignalized intersections currently operate at LOS E or better.

Overall, the existing roadway system within the area can be characterized as operating efficiently. Motorists typically incur modest delays, do not experience substantial vehicle queues, and benefit from the coordinated traffic signal system along the primary commute corridors that connect downtown to the regional freeway system. The intersection of J Street/3rd Street is the most congested of all study locations due primarily to competing traffic flows entering downtown from the northbound and southbound I-5 off-ramps. It should be noted that all three intersections that provide motor vehicle access into and out of Old Sacramento currently operate with very low levels of delays (LOS A) during both peak hours.

Table 3
Intersection Level of Service – Existing Conditions

Intersection	Control	Peak Hour	Delay[1]	LOS
1. I Street/3rd Street	All-Way Stop	AM PM	8 9	A A
2. I Street/5th Street	Traffic Signal	AM PM	13 16	B B
3. J Street/3rd Street	Traffic Signal	AM PM	58 37	E D
4. J Street/5th Street	Traffic Signal	AM PM	16 16	B B
5. Capitol Mall/Neasham Circle	Traffic Signal	AM PM	5 5	A A
6. O Street/Front Street	All-Way Stop	AM PM	7 8	A A

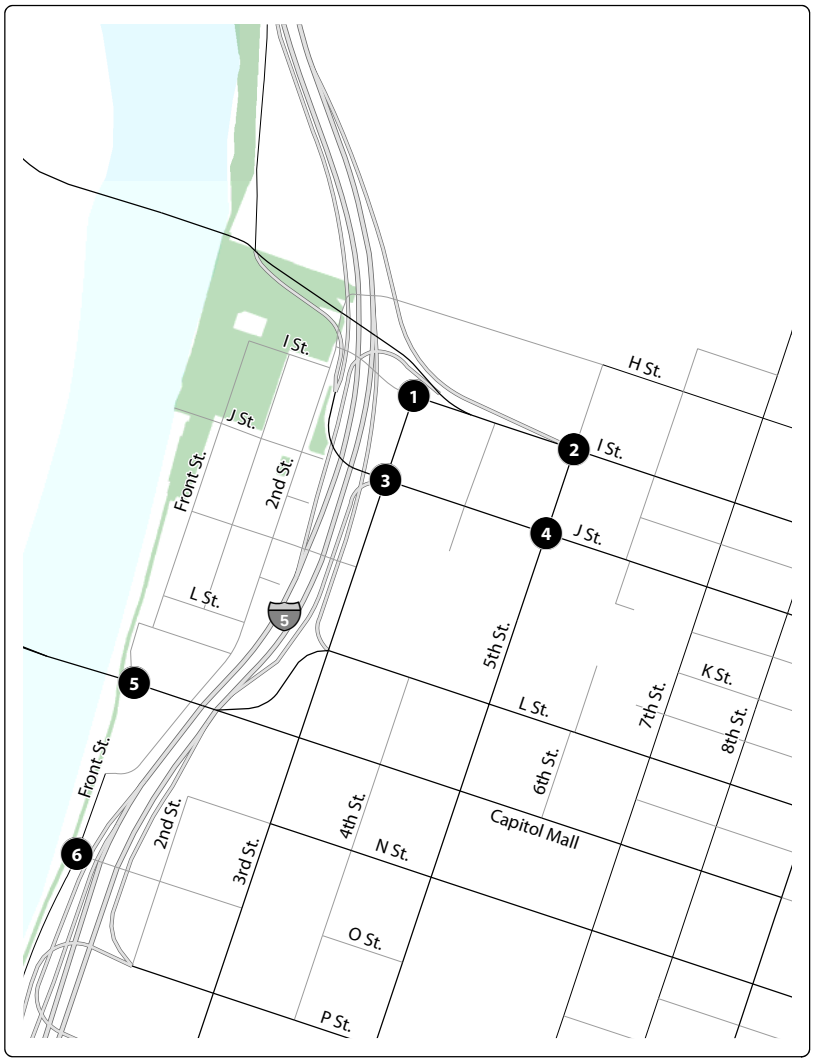
Notes: Average intersection delay is reported in seconds per vehicle for all approaches.
Source: Fehr & Peers, 2011.

Freeway off-ramp queues from I-5 to the J Street/3rd Street intersection were also observed under existing conditions. As shown in Table 4, all study freeway off-ramps are within their storage areas during the AM and PM peak hours.

Table 4
Off-Ramp Queuing – Existing Conditions

Off-Ramp	Storage Length	Peak Hour	Queue[1]
1. I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	975 feet 875 feet
2. I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	550 feet 250 feet

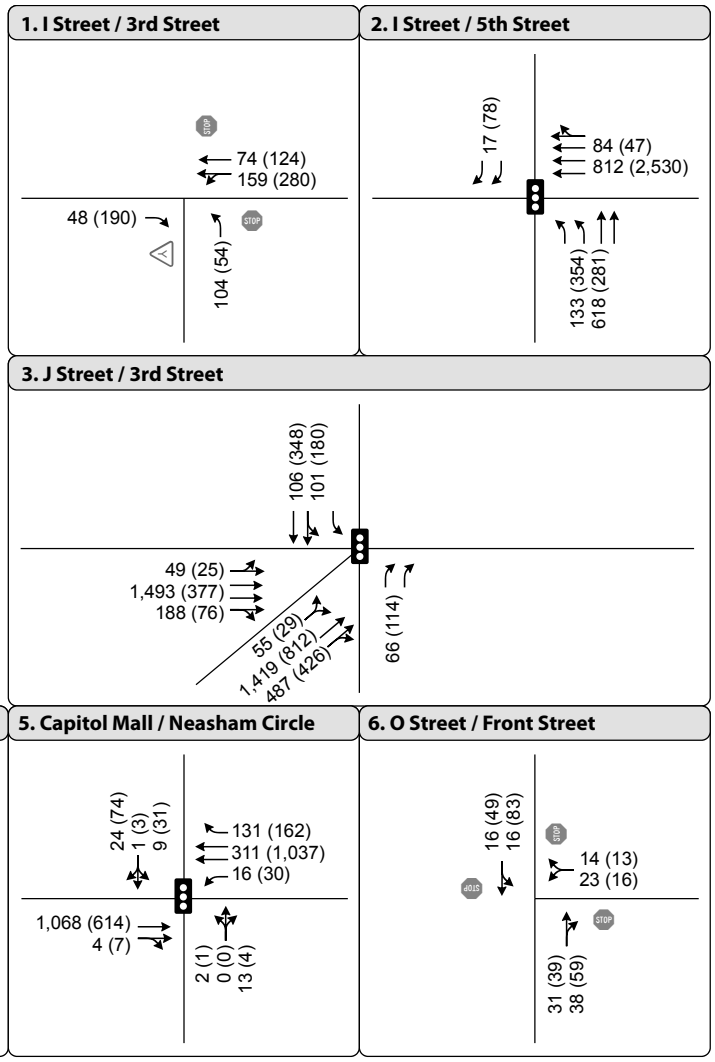
Notes: [1] Queue length is the maximum queue observed during peak period field observations conducted in September 2010, rounded to the nearest 25 feet.
Source: Fehr & Peers, 2011.



LEGEND

- Turn Lane
- AM (PM) Peak Hour Traffic Volume
- Study Intersection
- Traffic Signal
- Stop Sign
- Yield Sign
- Old Sacramento State Historic Park

Not to Scale



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PEAK HOUR TRAFFIC VOLUMES AND LANE CONFIGURATIONS - EXISTING CONDITIONS

FIGURE 3

3. EXISTING PLUS PROJECT CONDITIONS

This chapter discusses the conditions of the transportation system under Existing Plus Project conditions.

PROJECT DESCRIPTION

As discussed in Chapter 1, the OSSHP General Plan includes numerous enhancements to existing components of the Park as well as proposed new facilities. However, many of the proposed components discussed previously will not result in quantifiable increases in motor vehicle trips to Old Sacramento (i.e., improved signage, visitor kiosks, enhanced bicycle/pedestrian circulation, additional pedestrian amenities, etc.). In fact, several of the components of the Plan could increase the attractiveness of traveling to/from and within Old Sacramento via bicycle or on foot. Specific components of the Preferred Alternative Plan likely to generate additional motor vehicle trips include the following:

- Development of the Gold Rush and Commerce Block, consisting of a total of 64,000 square feet of additional land uses, broken down as follows:
    - 38,000 square feet of retail
    - 38,000 square feet of office
- Railroad Technology Museum – a complementary facility to the existing Railroad History Museum, located within the Railyards Specific Plan area
- Expansion of Excursion Train Service – additional trains would run on the existing railroad line, providing new excursion service between Old Sacramento and the Sacramento Zoo, and between Pocket/Meadowview and Hood

TRIP GENERATION

This section documents the expected trip generation characteristics of the General Plan. Due to OSSHP's proximity to the Central Business District, peak demand on the transportation system surrounding both parks occurs during the weekday AM and PM peak commute periods. For this reason, the transportation analysis focuses upon these two time periods, as the susceptibility of the system to impacts during these periods is greater than during off-peak periods when the system has higher levels of available capacity. Although the number of trips associated with the proposed project will likely be higher on the weekend, the higher levels of

available transportation system capacity on weekends reduce the likelihood of impacts, associated with the proposed project during this time period. Therefore the trip generation estimates presented in this chapter are for the weekday AM and PM peak hours.

All passengers using the proposed excursion train service between Old Sacramento and the Sacramento Zoo would purchase tickets in OSSHP and would return to OSSHP. Therefore, new trips associated with this service would occur within the planning area. However, this service would be provided on weekends only, outside of the peak hours of the transportation system surrounding OSSHP. For this reason, the potential new trips associated with this expanded service are not reflected in the trip generation estimates presented below.

The methods used to calculate the trip generation potential of the Gold Rush and Commerce Block and Railroad Technology Museum differ. The trip generation potential of the proposed additional land uses within Old Sacramento, located on the Gold Rush and Commerce Block, are calculated using standard retail and office trip rates published in *Trip Generation* (Institute of Transportation Engineers, 2008). Once these rates were applied, the number of trips was adjusted downward by 8 percent to account for visitors arriving via an alternative transportation mode (including walking, bicycling, and transit). This reduction is equal to the total regional walk/bike and transit mode splits reported in the *2000 Sacramento Area Household Travel Survey* conducted by the Sacramento Area Council of Governments (SACOG). The survey revealed the following transit and walk/bike mode splits for the Sacramento region:

Trip Type	Walk/Bike Mode Split	Transit Mode Split
Work Trips	5.9%	3.4%
Non-Work Trips	6.8%	0.8%
All Trips	6.7%	1.3%

Given the location of OSSHP adjacent to the Central Business District, the grid of walkable streets within and adjacent to the study area, the area's pedestrian and bicycle infrastructure, and the number and quality of nearby transit services, a bike/walk/transit share of 8 percent is considered appropriate. Table 5 presents the trip generation estimate for the proposed additional land uses on the Gold Rush and Commerce Block.

Table 5
Trip Generation – 1849 Scene

Land Use	Quantity	ITE Land Use Code	Trip Rate[1]			Trips						
			Daily	AM Peak Hour	PM Peak Hour	Daily	AM Peak Hour			PM Peak Hour		
							In	Out	Tot	In	Out	Tot
Retail	38 ksf[2]	820	42.95	1.00	3.74	1,632	23	15	38	69	72	142
Office	38 ksf[2]	70	11.00	1.55	1.50	418	52	7	59	10	47	57
Adjustments – External Trips Made by Bike/Walk/Transit[2]						-164	-6	-2	-8	-6	-10	-16
Net External Project Trips Made by Vehicle						**1,886**	**69**	**20**	**89**	**73**	**109**	**183**

Notes:
[1] Trip rates from *Trip Generation* (ITE, 2008).
[2] Refer to previous pages for assumptions regarding transit, and walk/bike trips
[3] Thousand square feet
Source: Fehr & Peers, 2011

The *Feasibility Analysis for the Railroad Technology Museum* (Economics Research Associates, June 2008) documents the potential visitation of the Railroad Technology Museum. This study estimates that the facility will have between 220,000 and 419,000 annual visitors. The trip generation estimates contained in Table 7 are calculated using the high end of this estimated visitation range, which is displayed in Table 6.

Table 6
Peak Attendance Analysis – Railroad Technology Museum

	Mid-Scenario	High-Scenario
Estimated Annual Attendance	320,000	419,000
Peak Month Attendance (@ 12% of total)	38,400	50,280
Weekly Attendance in Peak Month (@ 22.5% of peak month)	8,640	11,313
Design Day Attendance (@ 22% of week)	1,901	2,489
Peak In-Museum Attendance (40% of design day)	760	996

Source: ERA, 2008.

Since the operating hours of the Railroad Technology Museum are anticipated to be similar to the existing Railroad History Museum (10:00 AM to 5:00 PM), the facility will not generate a significant number of trips during the AM peak hour of the transportation system.[5] According to California State Parks, 30 percent of visitors on weekdays will arrive on private buses (consisting primarily of school groups), similar to the existing Railroad History Museum. Table 7 presents the PM peak hour trip generation estimate for the Railroad Technology Museum.

Table 7
Weekday PM Peak Hour Trip Generation – Railroad Technology Museum

Peak Daily Attendance (visitors)	2,489		
Travel by Automobile (%)	62%		
Travel by Private Bus (%)	30%		
Alternative Mode (Walk, Bike, Transit) (%)	8%		
Average Persons per Automobile	2.5		
Average Persons per Private Bus	30		
Daily One-Way Automobile Trips	617		
Daily One-Way Private Bus Trips	25		
Total Daily Motor Vehicle Trips	1,284		
PM Peak Hour Trips	**Inbound** (1% of Daily)	**Outbound** (20% of Daily)	**Total**
Automobile Trips	6	123	129
Private Bus Trips	0	5	5
Total PM Peak Hour Motor Vehicle Trips	**6**	**128**	**134**

Source: Fehr & Peers, 2011.

Trip generation estimates for the Railroad Technology Museum presented in Table 7 are based on forecasted peak day attendance during a peak month using the high-scenario visitation estimate, and thus are considered conservative. Additionally, many of the visitors to the Railroad Technology Museum will likely not produce "new trips," and will instead include

[5] Traffic counts conducted at the study intersections indicate that the AM peak hour generally occurs between 8:00 AM and 9:00 AM within the study area.

visitors that would otherwise already be within Old Sacramento visiting other attractions, particularly the existing Railroad History Museum. Therefore, Table 8 adjusts the total trips generated by the combined trip generating components of the Plan to account for linked trips between uses, and presents an estimate of the total number of new vehicle trips associated with the proposed project. Note that in addition to the PM peak hour trips estimated in Table 7, Table 8 also includes a nominal quantity of trips associated with the Railroad Technology Museum during the AM peak hour to account for expected employee/delivery/maintenance trips during this time period.

Table 8
Trip Generation – Total

Land Use	Trips						
	Daily	AM Peak Hour			PM Peak Hour		
		In	Out	Tot	In	Out	Tot
1849 Scene	1,886	69	20	89	73	109	182
Railroad Technology Museum	1,284	8	1	9	6	128	134
Adjustments - Linked trips within Old Sacramento (30%)	-951	-23	-6	-29	-24	-71	-95
Net New Project Trips Made by Vehicle	**2,219**	**54**	**15**	**69**	**55**	**166**	**221**

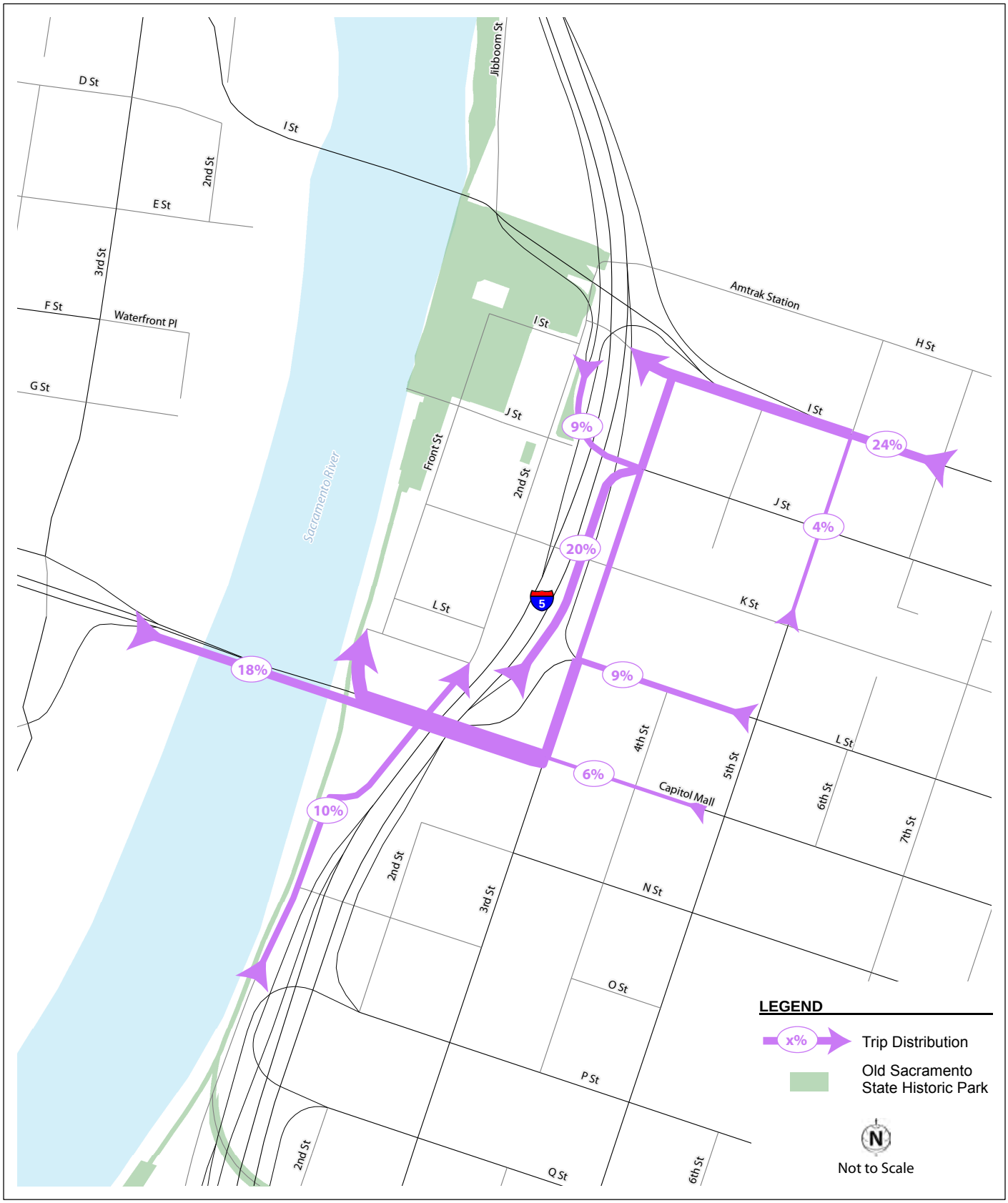
Source: Fehr & Peers, 2011

TRIP DISTRIBUTION

The distribution of project trips was estimated using the following sources and analytical techniques:

- Traffic assignment using the SACMET Travel Demand Model
- Review of existing travel patterns within the study area using traffic counts collected in September 2010
- Relative travel time/speed comparisons between the project and key travel corridors for various routes

Due to the number of one-way streets within the study area and the location of freeway on-and off-ramps, it was necessary to develop separate trip distribution estimates for inbound and outbound trips. Figures 4 and 5 display the expected distribution of inbound and outbound project trips to Old Sacramento, respectively, estimated using the above sources and techniques. Project trips were assigned to the study intersections in accordance with the trip generation and distribution methodologies discussed in this chapter.



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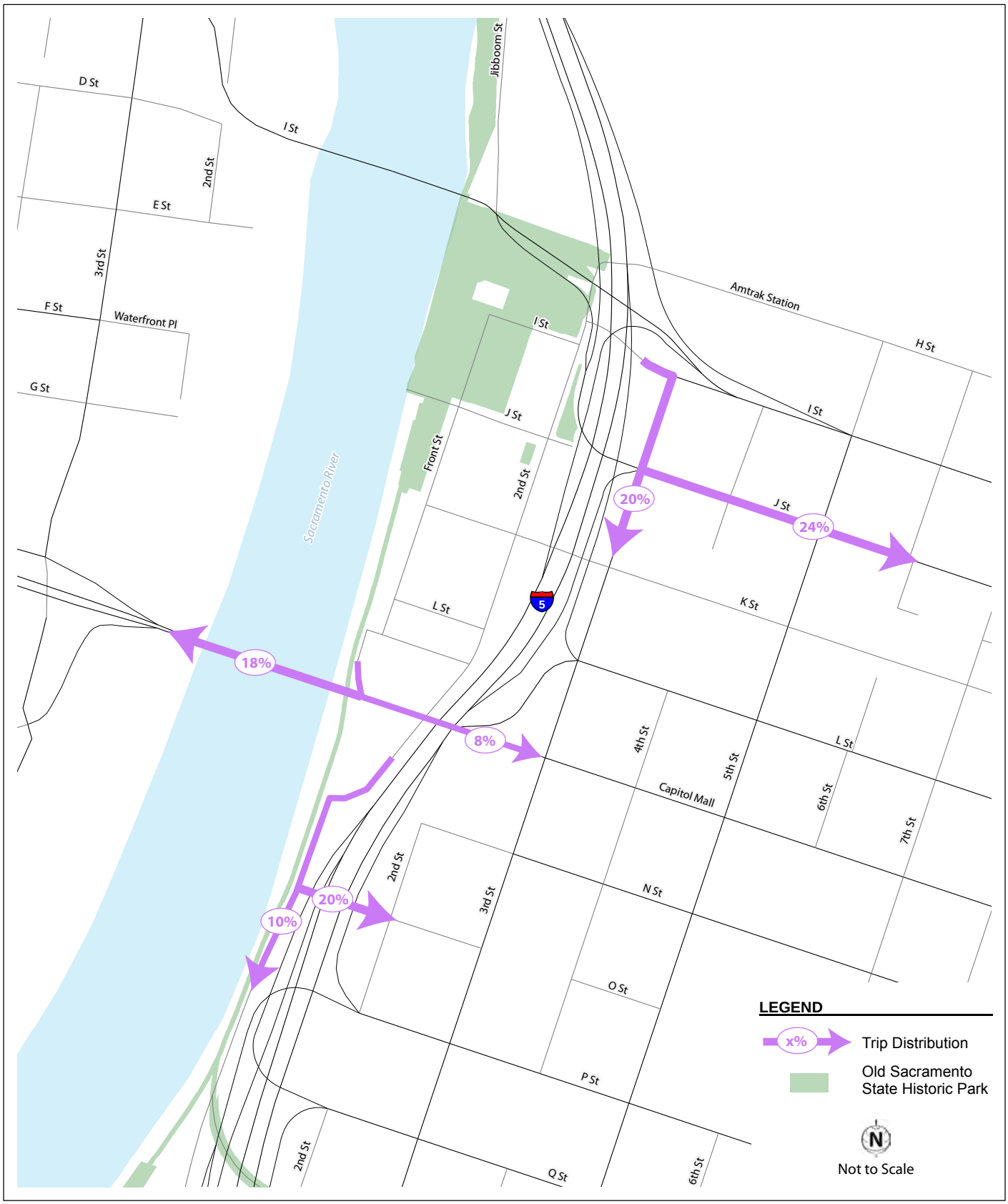
TRIP DISTRIBUTION - INBOUND TRIPS

FIGURE 4



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TRIP DISTRIBUTION - OUTBOUND TRIPS

FIGURE 5

INTERSECTION OPERATIONS

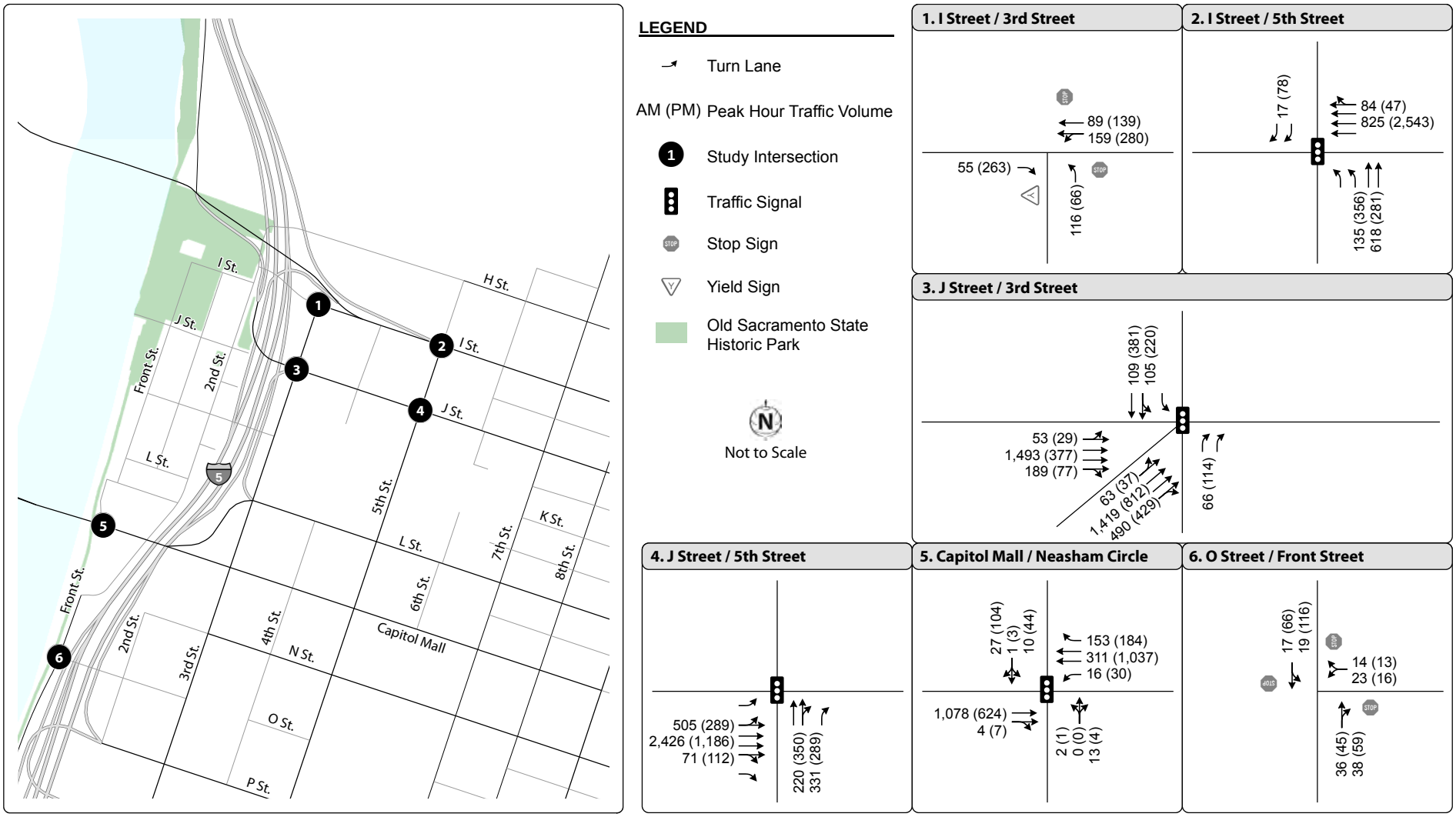
The Existing Plus Project scenario assumes full build-out of the Plan and layers the additional trips generated by OSSHP on top of existing 2010 trip levels using the previously discussed trip distribution estimates. This results in a combined 15 percent increase in traffic entering/exiting Old Sacramento at the gateway intersections during the AM peak hour, and a 27 percent increase in traffic entering/exiting Old Sacramento during the PM peak hour. Figure 6 displays the Existing Plus Project traffic volumes.

As shown in Table 9 below, with the addition of the traffic associated with the proposed project, all study intersections would continue to operate at LOS E or better and would experience no degradation in level of service from existing conditions (refer to separate Appendix B for detailed calculations). Therefore, all project specific impacts to the study intersections are considered less than significant.

Table 9
Intersection Level of Service – Existing Plus Project Conditions

Intersection	Control	Peak Hour	Delay[1]	LOS
1. I Street/3rd Street	All-Way Stop	AM PM	8 9	A A
2. I Street/5th Street	Traffic Signal	AM PM	14 16	B B
3. J Street/3rd Street	Traffic Signal	AM PM	59 37	E D
4. J Street/5th Street	Traffic Signal	AM PM	16 15	B B
5. Capitol Mall/Neasham Circle	Traffic Signal	AM PM	5 6	A A
6. O Street/Front Street	All-Way Stop	AM PM	7 8	A A

Notes: Average intersection delay is reported in seconds per vehicle for all approaches.
Source: Fehr & Peers, 2011.



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PEAK HOUR TRAFFIC VOLUMES AND LANE CONFIGURATIONS - EXISTING PLUS PROJECT CONDITIONS

FIGURE 6

As shown in Table 10, the addition of proposed project trips would not result in freeway off-ramp vehicle queues exceeding the available storage at the two I-5 off-ramps to J Street. Implementation of the project would result in the following increases to freeway off-ramp volumes:

- I-5 Northbound off-ramp to J Street – volume on the ramp would increase by 11 vehicles during the AM peak hour (0.6 percent increase) and 11 vehicles during the PM peak hour (0.9 percent increase)
- I-5 Southbound off-ramp to J Street – volume on the ramp would increase by 5 vehicles during the AM peak hour (0.3 percent increase) and 5 vehicles during the PM peak hour (1.0 percent increase)

Table 10
Off-Ramp Queuing – Existing Plus Project Conditions

Off-Ramp	Storage Length	Peak Hour	Existing Queue	Existing Plus Project Queue
1. I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	975 feet 875 feet	980 feet 885 feet
2. I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	550 feet 250 feet	550 feet 255 feet

Source: Fehr & Peers, 2011.

4. CUMULATIVE CONDITIONS

This chapter discusses the cumulative conditions of the transportation system with and without implementation of the General Plan. The cumulative conditions analysis considers all future planned developments and transportation improvements within the vicinity of the Old Sacramento.

TRAFFIC FORECASTS

The SACMET regional travel demand model (TDM) developed by SACOG was used to forecast cumulative (year 2035) traffic volumes. The cumulative version of this model reflects planned land use growth both within the City of Sacramento as well as within the surrounding region. The model also incorporates planned improvements to the surrounding transportation system.

It should be noted that under cumulative conditions the Railyards redevelopment project is assumed in place including the planned roadway infrastructure associated with this project. The Railyards roadway network includes extensions of 5th Street and 6th Street northward over the Union Pacific Railroad tracks which results in a shifting of traffic patterns within the study area.

In addition to the Railyards, several other large-scale development projects are planned in the vicinity of OSSHP on either side of the Sacramento River. Figure 7 highlights several of these planned development/redevelopments that have been included in the modeling of cumulative conditions.

Brief descriptions of key land development and transportation projects included in the forecasts, along with potential implications upon Old Sacramento and Central Shops Historic District (Central Shops), are provided below:

- **Bridge District Specific Plan**: This specific plan envisions a large mixed-use development on the West Sacramento side of the Sacramento River. The project area is bordered by Tower Bridge Gateway to the north, the Sacramento River to the east, and US-50 to the southwest. This plan includes a wide range of commercial uses, as well as medium- to high-density residential development. The district will be developed on a gridded street system, and will include the development of parks as well as an expansion of West Sacramento's riverfront promenade.

- Implications: New commercial and residential development on the west side of the Sacramento River would increase activity along the riverfront, and would increase the attractiveness of Old Sacramento as a destination. This project would also increase the amount of traffic across the Tower Bridge, and along the southern border of Old Sacramento.

- **Railyards Specific Plan**: This 244-acre redevelopment site is located immediately north of Old Sacramento, and is envisioned as an expansion of Sacramento's downtown. The plan calls for a transit-oriented mixed-use district surrounding RT's planned light rail extension across the American River. The plan includes new connections between the project and Downtown, and encompasses the site of the planned Sacramento Intermodal Transportation Facility.

  - Implications: This plan would transform the northern boundary of OSSHP, and result in a shift of more visitors arriving from the north than under existing conditions. Redevelopment of the area surrounding the railroad depot would present opportunities to better link Old Sacramento to the City's transit hub.

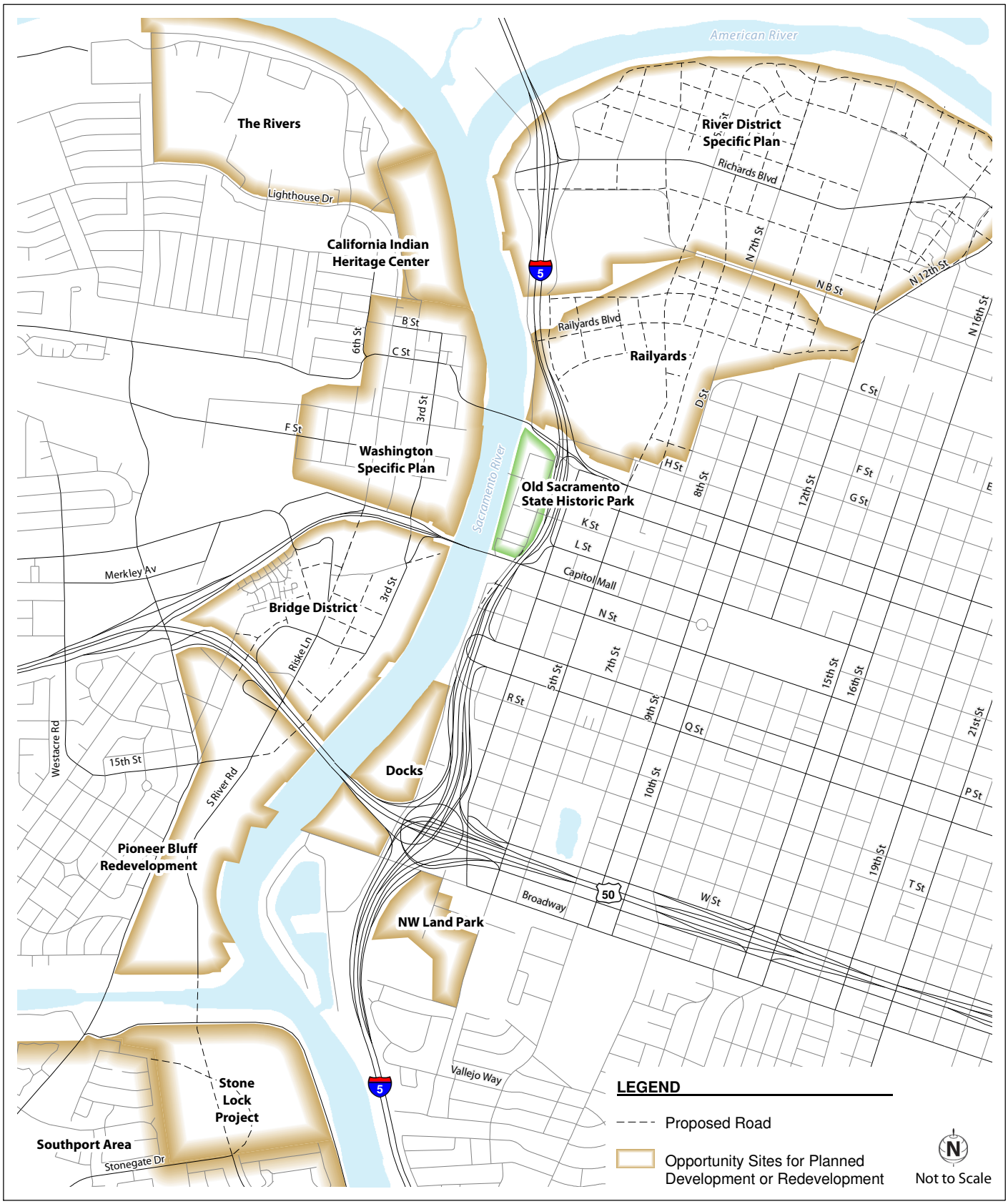
- **Sacramento Streetcar**: The cities of Sacramento and West Sacramento initiated a planning process in 2006 to assess the feasibility of connecting the two cities with a streetcar across the Tower Bridge. The West Sacramento Civic Center is proposed as the western terminus of the line, and the Sacramento Convention Center is proposed as the eastern terminus. The feasibility study also identified several other possible alignments. The City of Sacramento is currently in the midst of a citywide effort to evaluate streetcar alignments and determine how to prioritize their implementation.

  - Implications: If the proposed streetcar across the Tower Bridge is implemented, it would travel along the southern border of Old Sacramento. The streetcar would increase the percentage of visitors to Old Sacramento arriving on transit by providing a direct link to the existing RT light rail transit line, as well as connections to several attractions including Raley Field, the riverfront, the California State Capitol, and the Sacramento Convention Center. A potential future streetcar connection between Capitol Mall and the Amtrak Station/Railyards to the north would further increase the attractiveness of travel to/from Old Sacramento via transit by providing streetcar service on 3rd Street, one block east of OSSHP and nearby the RTM.

The following two projects would have implications upon the transportation system surrounding Old Sacramento. However, funding sources for these projects are uncertain at this time, and neither project was assumed in place for the purposes of developing traffic forecasts for the City's General Plan. Therefore, the analysis conservatively assumes that neither project is in place under cumulative conditions:

- **Downtown to Waterfront Reconnection Project**: This project would realign Front Street between O Street and L Street, construct a new overcrossing of I-5 at N Street, and construct an at-grade intersection at Capitol Mall/Front Street. Additionally, Capitol Mall would be reconfigured to include Class II on-street bicycle lanes alongside two travel lanes in each direction between Neasham Circle and 3rd Street.
    - Implications: By improving access to Front Street and creating a new at-grade intersection at Capitol Mall, this project would improve accessibility to Old Sacramento at its southeastern corner. This improved access would relieve traffic at the existing Capitol Mall/Neasham Circle intersection by providing an additional gateway off of Capitol Mall. Construction of bicycle lanes on Capitol Mall would also make accessing Old Sacramento from the south safer and more convenient for bicyclists.
- **Sacramento River Crossing Alternatives Study**: This recently approved study explores new crossings of the Sacramento River, as well as modifications to existing crossings, in an effort to improve connectivity between Sacramento and West Sacramento. Future crossings may serve a mix of motor vehicles, transit, bicycles, and pedestrians, or could be identified as bicycle/pedestrian only connections. The study, adopted by both City Councils, recommends the development of two new crossings including one in the "north market" area north of Tower Bridge and one in the "south market" area.
- Implications: Modifications to the I Street Bridge or a new adjacent bridge to the north could potentially improve pedestrian and bicycle access to OSSHP. Additionally, of the six identified opportunities for new crossing locations, four are within one mile of Old Sacramento and the Central Shops. Improved connectivity across the Sacramento River would likely increase the level of activity along the riverfront, and would therefore increase the attractiveness of Old Sacramento as a destination.

Figure 8 displays the Cumulative No Project lane configurations and traffic volumes at each of the study intersections.



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PLANNED DEVELOPMENT/ REDEVELOPMENT OPPORTUNITIES

FIGURE 7

CUMULATIVE NO PROJECT INTERSECTION OPERATIONS

Table 11 summarizes traffic operations at the study intersections under Cumulative No Project conditions (refer to separate Appendix C for detailed calculations). As shown in Table 11, the J Street/3rd Street intersection is expected to operate at LOS F in the future during the AM peak hour without the implementation of the proposed project. Per the City of Sacramento's LOS standards, LOS F is an acceptable level of service at this location since it is within the core area defined in the City's General Plan and is therefore exempt from level of service standards. All other study intersections are expected to continue to operate at LOS D or better under cumulative conditions during both peak hours.

Table 11
Intersection Level of Service – Cumulative No Project Conditions

Intersection	Control	Peak Hour	Delay[1]	LOS
1. I Street/3rd Street	All-Way Stop	AM PM	20 16	C C
2. I Street/5th Street	Traffic Signal	AM PM	18 34	B C
3. J Street/3rd Street	Traffic Signal	AM PM	90 39	F D
4. J Street/5th Street	Traffic Signal	AM PM	20 17	B B
5. Capitol Mall/Neasham Circle	Traffic Signal	AM PM	6 6	A A
6. O Street/Front Street	All-Way Stop	AM PM	14 26	B D

Notes: Average intersection delay is reported in seconds per vehicle for all approaches.
Source: Fehr & Peers, 2011.

Table 12 compares estimated queue lengths under Cumulative No Project conditions to the available amount of storage. As shown in Table 4, all study freeway off-ramps remain within their storage areas during the AM and PM peak hours.

Table 12
Off-Ramp Queuing – Cumulative No Project Conditions

Off-Ramp	Storage Length	Peak Hour	Queue
1. I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	985 feet 885 feet
2. I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	615 feet 400 feet

Source: Fehr & Peers, 2011.

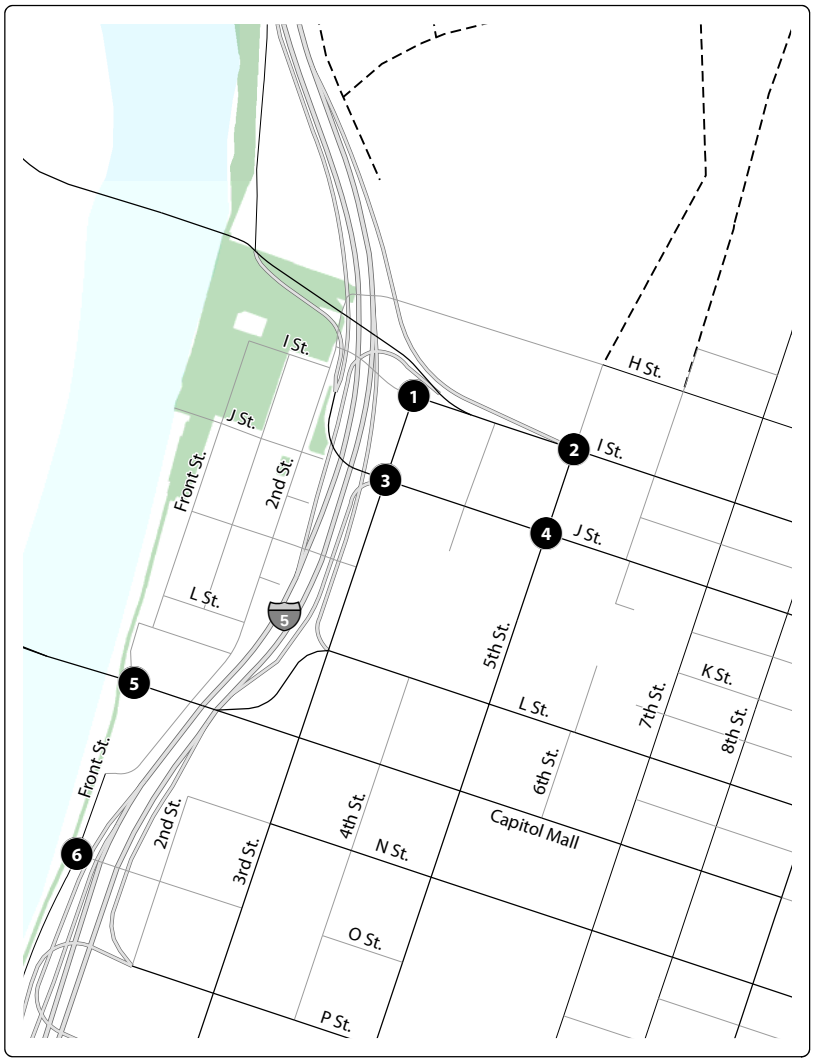
CUMULATIVE PLUS PROJECT INTERSECTION OPERATIONS

Figure 9 displays the Cumulative Plus Project traffic volumes, and Table 13 summarizes traffic operations at each of study intersections (refer to separate Appendix C for detailed calculations). As shown in Table 13, the addition of traffic associated with the proposed project does not alter the level of service at any study location from Cumulative No Project conditions.

Table 13
Intersection Level of Service – Cumulative Plus Project Conditions

Intersection	Control	Peak Hour	Delay[1]	LOS
1. I Street/3rd Street	All-Way Stop	AM PM	20 16	C C
2. I Street/5th Street	Traffic Signal	AM PM	18 35	B C
3. J Street/3rd Street	Traffic Signal	AM PM	92 40	F D
4. J Street/5th Street	Traffic Signal	AM PM	20 17	B B
5. Capitol Mall/Neasham Circle	Traffic Signal	AM PM	6 8	A A
6. O Street/Front Street	All-Way Stop	AM PM	14 30	B D

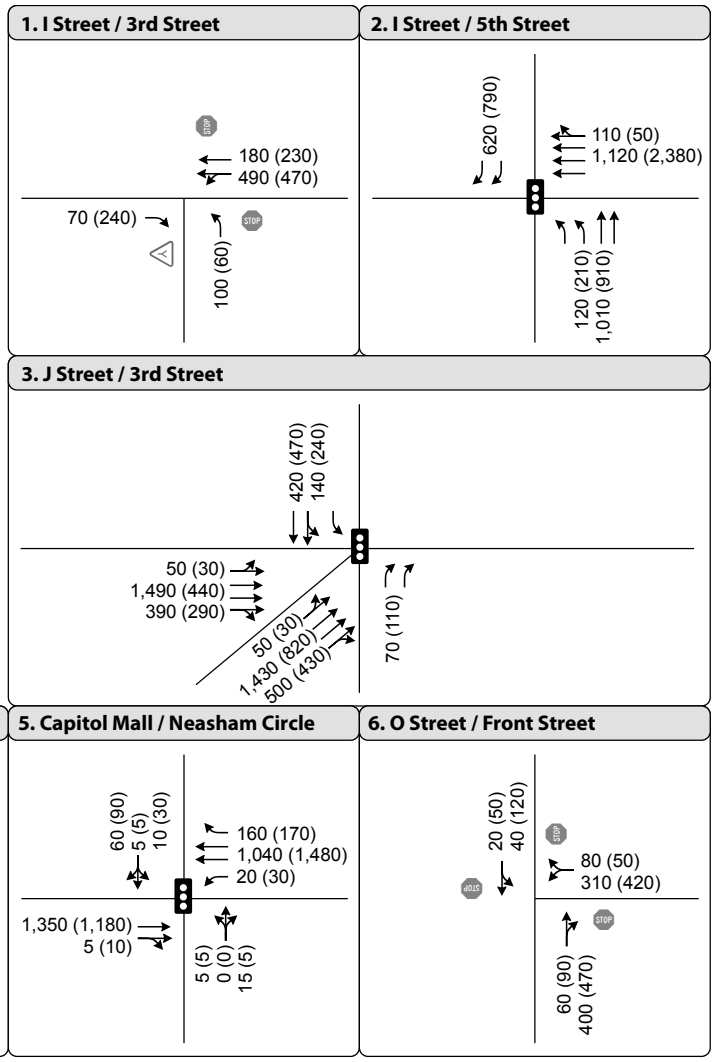
Notes: Average intersection delay is reported in seconds per vehicle for all approaches.
Source: Fehr & Peers, 2011.



LEGEND

- Turn Lane
- AM (PM) Peak Hour Traffic Volume
- Study Intersection
- Traffic Signal
- Stop Sign
- Yield Sign
- Planned Streets
- Old Sacramento State Historic Park

Not to Scale



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PEAK HOUR TRAFFIC VOLUMES AND LANE CONFIGURATIONS - CUMULATIVE NO PROJECT CONDITIONS

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FIGURE 8

Although the J Street/3rd Street intersection operates at LOS F under Cumulative Plus Project conditions, the addition of project traffic does not increase overall intersection delay by five or more seconds from Cumulative No Project conditions. Therefore, according to the City of Sacramento's significance criteria, the two second increase in the level of delay at this location does not constitute a project impact. All cumulative impacts to the study intersections are considered less than significant.

As shown in Table 14, the addition of proposed project trips under Cumulative Plus Project conditions would not result in freeway off-ramp vehicle queues exceeding the available storage at the two I-5 off-ramps to J Street. Implementation of the project would result in the following increases to freeway off-ramp volumes from Cumulative No Project conditions:

- I-5 Northbound off-ramp to J Street – volume on the ramp would increase by 11 vehicles during the AM peak hour (0.6 percent increase) and 11 vehicles during the PM peak hour (0.9 percent increase)
- I-5 Southbound off-ramp to J Street – volume on the ramp would increase by 5 vehicles during the AM peak hour (0.3 percent increase) and 5 vehicles during the PM peak hour (0.7 percent increase)

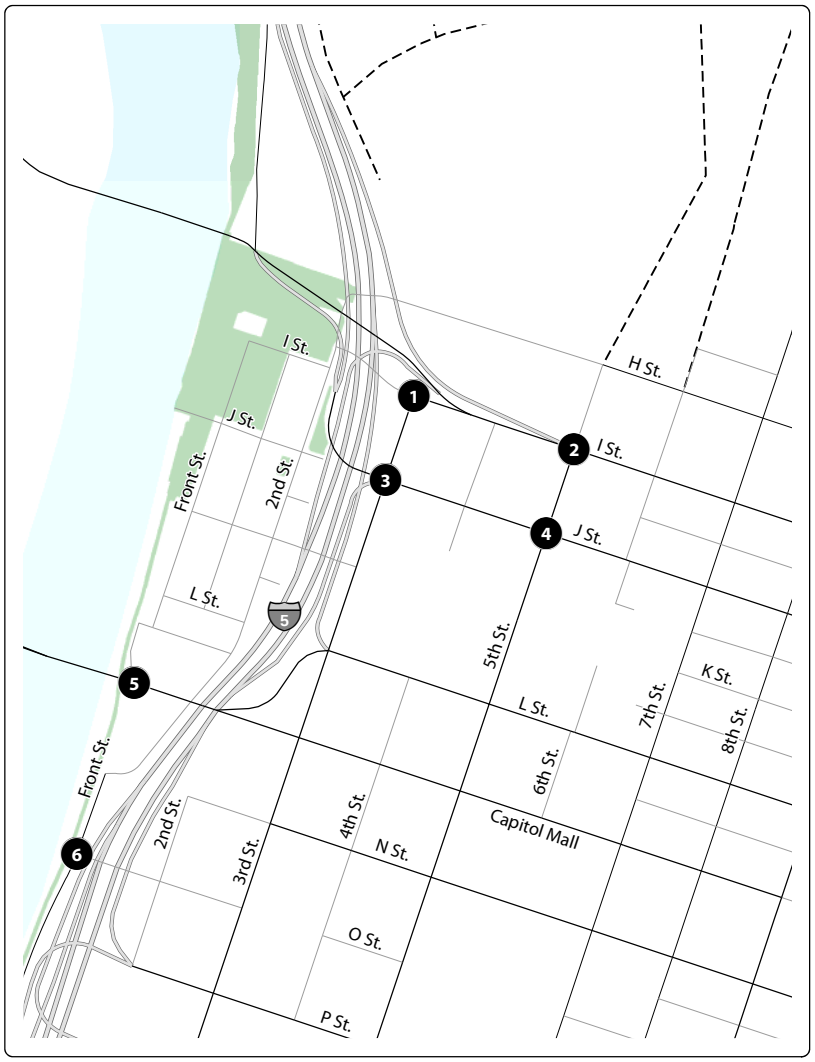
Table 14
Off-Ramp Queuing – Cumulative Plus Project Conditions

Off-Ramp	Storage Length	Peak Hour	Cumulative No Project Queue	Cumulative Plus Project Queue
1. I-5 Northbound – Off-ramp to J Street	1,025 feet	AM PM	985 feet 885 feet	990 feet 890 feet
2. I-5 Southbound – Off-ramp to J Street	1,475 feet	AM PM	615 feet 400 feet	615 feet 400 feet

Source: Fehr & Peers, 2011.

TRANSIT FACILITIES

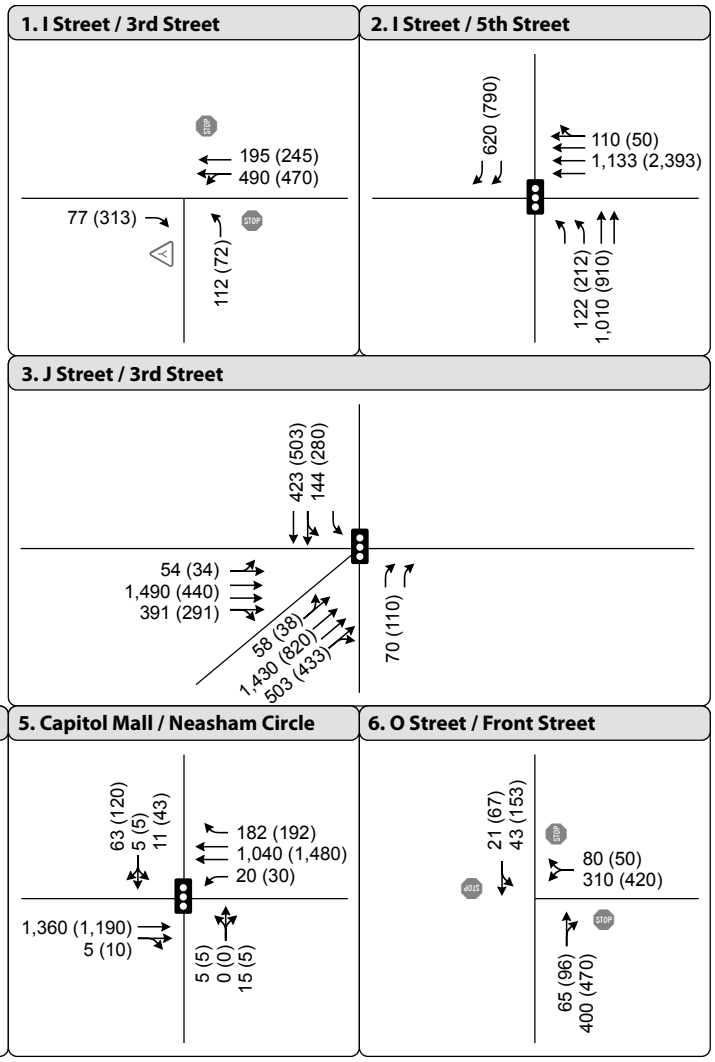
The Preferred Alternative Plan includes several components that would either directly or indirectly benefit land and water based transit access to/from and within OSSHP, including the following:



LEGEND

- Turn Lane
- AM (PM) Peak Hour Traffic Volume
- Study Intersection
- Traffic Signal
- Stop Sign
- Yield Sign
- Planned Streets
- Old Sacramento State Historic Park

Not to Scale



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PEAK HOUR TRAFFIC VOLUMES AND LANE CONFIGURATIONS - CUMULATIVE PLUS PROJECT CONDITIONS

FIGURE 9

Improved Wayfinding:

Several components of the Plan include improved wayfinding signage, including new signage along the riverfront, at gateways to Old Sacramento and the Central Shops, and along the Pony Express Trail. Wayfinding signage benefits visitors traveling by transit by allowing them to more easily reach their final destination from transit stop locations.

New Dock:

A proposed dock extending from J Street to just south of the I Street Bridge would allow for implementation of water taxi service between OSSHP and other nearby destinations, including the planned California Indian Heritage Center in West Sacramento. Although the new dock space is intended primarily for the use of water taxis and other public access vessels, as well as for the display of historic ships, identified space for private recreational vessels would also be provided.

Expanded Excursion Train Operations:

Existing excursion train operations from Old Sacramento consist of a 40 minute out-and-back scenic ride along the Sacramento River. All excursion trains currently run to a location called Baths, where the trains pause while the engine is coupled to the opposite end of the train for the return trip. Passengers are not permitted to disembark at this location. According to Sacramento Southern Railroad ridership data provided by California State Parks for fiscal year 2010-2011, the railroad carried 85,109 passengers. The Preferred Alternative Plan includes proposed expansions of excursion train operations on two separate segments of the Sacramento Southern Railroad, as described below:

- **Sacramento Zoo** – The Plan proposes to provide additional service on the existing excursion train line, with the additional service operating approximately 0.5 miles beyond the current terminus at the Baths to allow for a stop at the Sacramento Zoo. New stops adjacent to the Crocker Art museum and Miller Park are also proposed.

- **Meadowview to Hood** – The Plan proposes to run new excursion train service between the Pocket/Meadowview neighborhood in the City of Sacramento and Hood, a census-designated place located in unincorporated Sacramento County approximately 15 miles south of Old Sacramento on the Sacramento River.

The following data and methodologies were used to estimate the expected increase in Sacramento Southern Railroad ridership associated with the expanded excursion train service:

- According to data provided by the Sacramento Southern Railroad/California State Railroad Museum, a total of 1,068 train movements (534 roundtrip trains) occurred in 2010 associated with excursion train, school train, "Spookatmotive, and "Polar Express" operations.
- The Sacramento Southern Railroad carried 85,109 passengers in the most recent year for which data is available (fiscal year 2010-2011).
    - 85,109 / 534 = 159 passengers per train
- According to California State Parks, the proposed service to the Zoo would result in an additional 4 trains per day on days when the current excursion service operates.
- Excursion trains operated on 53 calendar days in 2010.
- Service between Pocket/Meadowview and Hood will operate on days when current excursion trains operate, and will consist of up to three trains per day.

Using the above data, it is possible to calculate an estimate of the increase in trains and passengers associated with the two expansions of service proposed in the Plan:

- Sacramento Zoo Service: 159 passengers x 4 daily trains x 53 days = 33,708 additional passengers (on 212 trains) annually
- Meadowview to Hood Service: 159 passengers x 3 daily trains x 53 days = 25,281 additional passengers (on 159 trains) annually
- Projected Grand Total = 144,098 annual passengers[6]

Unlike existing excursion train service, future service expansions would allow passengers to board and disembark at separate locations. The expanded service to the Sacramento Zoo would allow visitors to both Old Sacramento and the Zoo to park once in Old Sacramento and travel by train to/from the Zoo as well as to the Crocker Art Museum and Miller Park. Allowing

[6] This estimate is a conservative long-range figure unlikely to be achieved until several years after the implementation of all service expansions.

visitors to travel by train between these four destinations would reduce the growth in future automobile trips to these facilities.

Implementation of one or both of the proposed expansions in excursion train service would require California State Parks to work with appropriate regulatory agencies, including the California Public Utilities Commission, to determine appropriate crossing treatments and obtain all required approvals.

Horse-Drawn Streetcar Transit Service:

The Plan proposes a new horse-drawn streetcar service through Old Sacramento via a loop route along 2nd Street, I Street, Front Street, and L Street. The horse car would operate on tracks embedded within the street in mixed vehicle traffic, except on the portions of Front Street and I Street where motor vehicle traffic is prohibited. This service would operate at low speeds similar to existing horse-drawn carriage service currently available within Old Sacramento. The proposed horse-drawn streetcar service would serve as a circulator, extending the range of pedestrian trips within the area, and stopping within one block of existing and proposed transit services on Capitol Mall and 3rd Street allowing for transfers.

Implementation of the horse-drawn streetcar service would require additional approvals from appropriate regulatory agencies, including the City of Sacramento.

Summary:

No public transit routes currently operate within Old Sacramento. Implementation of the project would provide additional train service from OSSHP via the expanded excursion train line to the Sacramento Zoo, would provide a horse car service to assist in the circulation of visitors within Old Sacramento, and would allow for the implementation of water taxi service between OSSHP and other nearby destinations on the Sacramento River. Additionally, the project would improve wayfinding allowing transit riders to/from the area to more easily reach their destinations. Implementation of the proposed project would not adversely affect public transit operations. Therefore, project impacts to transit are considered less than significant.

PEDESTRIAN AND BICYCLE FACILITIES

The Preferred Alternative Plan includes several components that would either directly or indirectly benefit pedestrian and bicycle access to/from and within OSSHP, including the following:

Improved Wayfinding:

Several components of the Plan include improved wayfinding signage, including new signage along the riverfront, at gateways to Old Sacramento and the Central Shops, and along the Pony Express Trail to assist pedestrians and bicyclists in finding their destinations.

Pedestrian/Bicyclist Amenities:

Multiple components of the Plan include additional amenities for pedestrians and bicyclists including additional seating, shade trees, picnic tables, and drinking fountains.

Riverfront Bicycle/Pedestrian Circulation Improvements:

The Plan calls for improvements to the existing bicycle trail along the Sacramento River south to J Street, providing improved bicycle/pedestrian access. The current bicycle/pedestrian crossing of the Sacramento Southern Railroad tracks at I Street would be abandoned as a physical crossing, and bicyclists/pedestrians would be rerouted to J Street to improve safety. The existing crossing at I Street requires bicyclists to cross multiple train tracks spaced out over an area approximately 85 feet in length, and places cyclists on a one block long unpaved segment of I Street. Abandonment of this crossing is not considered an adverse impact to the existing bicycle facility.

New clearly marked pedestrian crossings over the existing excursion train tracks and boardwalk would improve safety for bicyclists and pedestrians while also assisting mobility-impaired visitors in reaching the waterfront.

Summary:

Implementation of the Plan would improve existing pedestrian and bicycle infrastructure and provide additional signage and amenities for bicyclists and pedestrians within OSSHP. The Plan would provide for adequate access by pedestrians and bicyclists, and would not adversely affect any existing or planned pedestrian or bicycle facilities. Therefore, project impacts to bicycle and pedestrian circulation are considered less than significant.

APPENDIX B

Proposed Bikeway Alternative Concepts

B.1 BIKEWAY ALTERNATIVE CONCEPTS

The following bicycle/pedestrian access routes (shown in Exhibit B-1) are proposed through Old Sacramento to address issues of bicycle safety with existing bicycle routes and improve bicycle access connections through Old Sacramento. The proposed bike routes would improve access connections along the river and to surrounding destinations in Downtown Sacramento, linking to existing and planned bikeways in Downtown Sacramento. Three potential bikeway routes are presented in Exhibit B-1:

- Alternative A proposes two routes: (1) a river recreation route along the Sacramento River that continues and connects the existing segments of the Sacramento River Parkway Multi-Use Trail; this route extends the existing trail (along the west side of the excursion train line) from where it currently terminates near J Street to connect with the existing Sacramento River Parkway Multi-Use Trail south of Tower Bridge; (2) a commute route that also continues the existing Sacramento River Parkway Multi-Use Trail near the I Street Bridge, behind the Railroad History Museum to connect with 2nd Street; and then, continuing along 2nd Street-Neasham Circle to reconnect with the Sacramento River Parkway Multi-use Trail, next to Front Street, south of Tower Bridge.

- Alternative B provides a safe bike connection from the Railyards site and destinations north of the Capitol Corridor to Old Sacramento and Downtown destinations south of the Capitol Corridor. It proposes a connection from the Sacramento River Parkway Multi-Use Trail at a point north of the I Street Bridge on the Railyards site (to be coordinated with the development of future roadway and bicycle routes in the Railyards), travels east through the Railyards property and connects with the West tunnel that will provide bicycle and pedestrian access from the Railroad Technology Museum to Old Sacramento.

Proposed bike alignments, development of bike routes, and improvements to bikeway surfaces, shoulders, and signage in Old Sacramento and in the planning area will require coordination with the City of Sacramento and other relevant jurisdictions.

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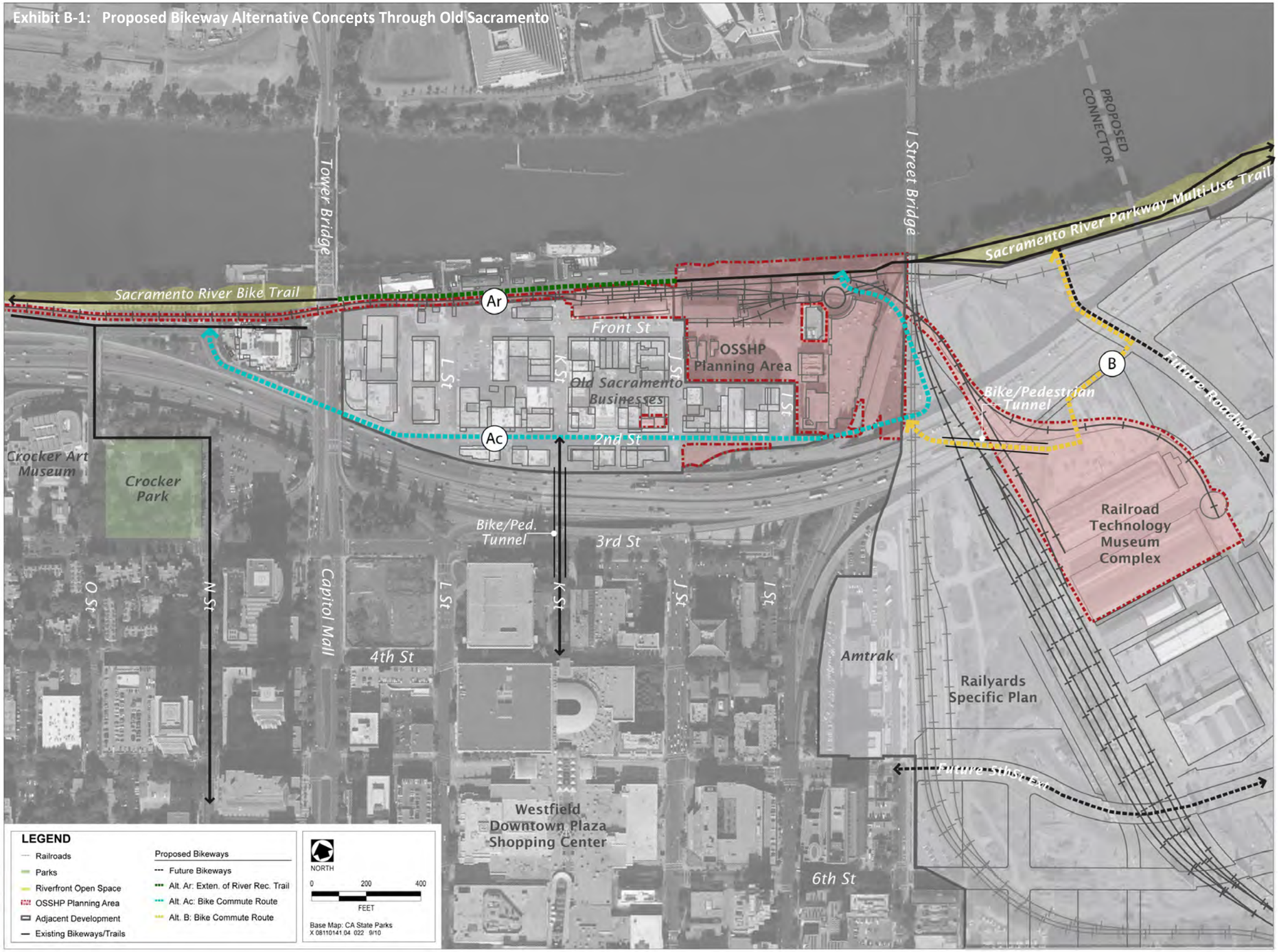
Exhibit B-1: Proposed Bikeway Alternative Concepts Through Old Sacramento
Tower Bridge
I Street Bridge
PROPOSED CONNECTOR
Sacramento River Parkway Multi-Use Trail
Sacramento River Bike Trail
Ar
Front St
OSSHP Planning Area
Old Sacramento Businesses
L St
K St
J St
I St
B
Bike/Pedestrian Tunnel
Future Footbridge
Ac
2nd St
Crocker Art Museum
Crocker Park
Bike/Ped. Tunnel
3rd St
Railroad Technology Museum Complex
O St
N St
Capitol Mall
4th St
Amtrak
Railyards Specific Plan
Future Stub Ext.
Westfield Downtown Plaza Shopping Center
6th St
LEGEND
Railroads
Parks
Riverfront Open Space
OSSHP Planning Area
Adjacent Development
Existing Bikeways/Trails
Proposed Bikeways
Future Bikeways
Alt. Ar: Exten. of River Rec. Trail
Alt. Ac: Bike Commute Route
Alt. B: Bike Commute Route
NORTH
0 200 400
FEET
Base Map: CA State Parks
X 08110141.04 .022 9/10

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APPENDIX C

Public Workshops Summary and Initial Site Concepts

C.1 INTRODUCTION

A series of three public workshops were held to support the General Plan development. A brief summary of the public workshops, graphics, and early alternatives developed as part of the General Plan process, are provided in this section. The alternatives presented in this section and public input received in the public outreach process is the basis and precursor, leading to the development of the Preferred Concept Plan presented in Chapter 4. The results and all materials presented to the public during the public workshops are available and accessible from the General Plan project website: www.parks.ca.gov/osshpgenplan.

C.2 PUBLIC WORKSHOP #1: IDENTIFICATION OF ISSUES AND OPPORTUNITIES

The first public workshop introduced the public to the planning process for the General Plan and EIR and was used to gather public input on the issues, concern, ideas, and visions to improve the future us and management of Old Sacramento State Historic Park (OSSHP). A brief presentation was provided to give an overview of the project and then followed up with questions for the public and table discussions addressing the issues, opportunities, and desired future for OSSHP. The key themes arising from the public workshop and table discussions are summarized below (refer to the notes for Public Workshop #1 on the project website for a summary of the comments received from the workshop).

Vision and Proposed Uses:

- As a Living History Site
- Connect to the River and Interpret the Riverfront
- Extend the Rail Line but Use Clean Energy
- Uncover the Past
- Places for Events
- Connect to Museums and other Cultural Destinations
- As a Gateway to California
- Alternative Transportation Options

Issues:

- Freeway Constraint
- Traffic and Parking Conflicts
- Lack of Attractions and Activities
- Lack of Interpretation
- Authenticity of Structures

- Balancing Different Ownership Interest
- Visitor-Friendly Public Facilities

Favorite Experiences:

- CSRM and Excursion Train Rides
- Historic Architecture/Character
- Special Events
- River Cruises
- Bike Trail

Important Historical Themes:

- **Railroad** – as the site of the transcontinental railroad
- **Gold Rush** – the event that brought people here
- **Commerce** – the connecting activity from which the city grew from
- **Agriculture** – the fertile region of the Sacramento Valley as a source of living for early settlers and significance to the economy of the valley
- **River and River Access** – as an important early means of transportation and shipping for early settlers and miners
- **As a Diverse, Cosmopolitan Community** – attracting an ethnically and culturally diverse community from the onset of the city's early development
- **Archaeology** –historic remains of the city can still provide a glimpse into the past
- **Pony Express** – historic site of the western terminal delivering express mail service from the east coast
- **As a Transportation Nexus** – the site of dramatic revolutions in transportation technology (stage coaches, steamboats, railroads, etc.) that transformed the Sacramento region
- **Skid Row/Redevelopment** – as part of the history/story of Old Sacramento's transformation

C.2 PUBLIC WORKSHOP #2: PRESENTATION OF INITIAL CONCEPT PLANS

The second public workshop presented and gathered public input on three possible alternatives for the future use and management of OSSHP. The alternatives carry out various interpretive themes of the park to their full, logical development. These alternatives, however, did not represent final "alternatives," but were rather a starting point to understand public preferences and choose to choose the preferred plan components, envisioned for the future development of OSSHP. The three alternatives presented and their accompanying descriptions are shown in Exhibits C-1 through C-3 and Tables C-1 through C-3, below.

Exhibit C-1: Site Concept 1 – Gold Rush History

CHARACTER IMAGES

SACRAMENTO FROM THE FOOT OF J STREET, 1850

BENJAMIN FRANKLIN HOUSE, PHILADELPHIA, PA

PADDINGTON RESERVOIR GARDENS, SYDNEY, AU

SUNKEN GOLD RUSH SHIP

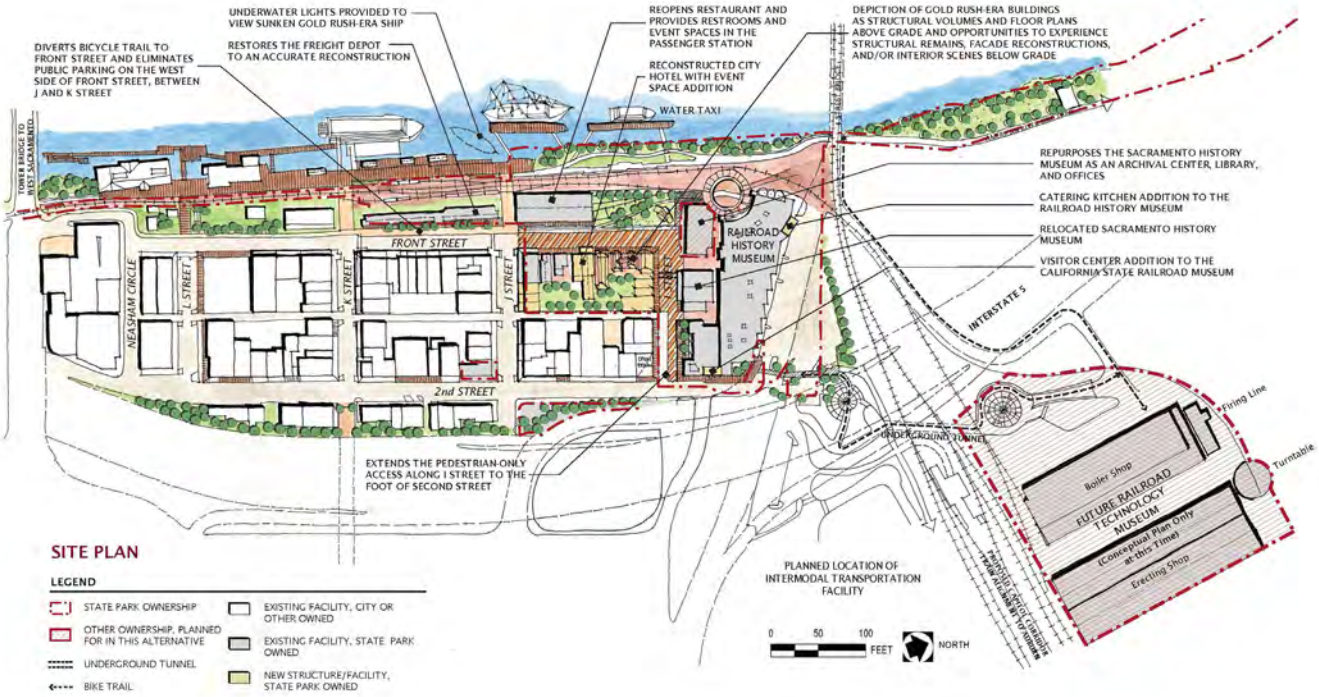

Table C-1: Alternative 1 – Gold Rush History

Old Sacramento State Historic Park
Draft General Plan Alternatives: Potential Themes, Land Use, and Access **DRAFT 01/19/2011**

ALTERNATIVE 1	
Primary Theme Emphasis Including Period of Significance	**Gold Rush History** Interprets buildings and activities in Old Sacramento in the years 1848-1852 ** California State Museum of Railroad History and Technology becomes a separate classified unit*
INTERPRETATION & EDUCATION	
Interpretive Focus	Gold Rush • Interprets early Gold Rush period architecture and scenes including the living conditions, activities, and commerce of the day • Tells the story of "how the world rushed in" Railroad • Minor improvements to railroad scenes and facilities Communication and Commerce • Interprets the Gold Rush commerce of the tent city River/Riverfront • Interprets the story of the riverfront as it was experienced during the Gold Rush period
RECREATIONAL EXPERIENCES AND RESOURCES	
Visitor Experience	Museum Experiences • Sacramento History Museum • Railroad History Museum and expansion with Railroad Technology Museum • Visitor Center at CSRM lobby • Old Sacramento School House Museum • Potential museum experiences in Gold Rush scene • BF Hastings exhibit and museum rooms • Wells Fargo Museum Present Grass Area • Depicts Gold Rush Era buildings originally located in the area as structural volumes and floor plans, may reconstruct one or more additional buildings for potential concession use (hotel) and/or event space • Conducts tours through structural volumes and original Gold Rush period grade to highlight structural remains, façade reconstructions, and/or interior scenes of the Gold Rush period • Uses the Front Street right-of-way between the present grass area and Central Pacific Railroad Passenger Station events and activities Excursion Train • Extends the excursion train to the Sacramento Zoo with potential stops at Crocker Art Museum, Miller Park, Baths • Maintains existing boarding at Freight Depot in Old Sacramento River/Riverfront • Provides underwater lights to view a sunken Gold Rush-era ship at the foot of J Street • Interprets historic river elevation at Riverfront Park through interpretive signs Parks, Open Space, and Urban Design • Includes a picnic area and outdoor stage in front of current Sacramento History Museum building (101 I Street); maintains existing track • Includes landscaped plaza and gathering spaces in the grass area (may be within building volumes or other areas) • Creates unobstructed views and access to the waterfront from I Street and J Street • Interprets historic street and lot line divisions of the Gold Rush Period (may be through paved or brick outlines on ground) • Adds gateway monument and signs at I and Second; J or K and Front Visitor Amenities • Adds an addition and extension of CSRM lobby for use as small visitor center for ticket sales and tour and event information • Includes public restroom and food service facilities at all appropriate locations • Adds additional shading and landscaping with the development of the grass area Public Safety • Requires small increase in Public Safety staff to effectively patrol and respond to visitor incidents: 1 On the Sacramento River 2 During increased operating hours 3 To the addition of a tunnel from Old Sacramento to the Railyards and North Sacramento • Requires increase in Public Safety equipment to effectively patrol and respond to visitor incidents: 1 On the Sacramento River
PARK OPERATIONS	
Facility Use – State Park Owned	Grass Area • Interpretation • Reconstructed 1840s/50s buildings • Volume of buildings • Underground tours • Potential concessions • Events and activities Big Four Building and Dingley Spice Mill • Becomes site for the Sacramento History Museum • Repurposes basement and adds connection to Gold Rush scene via underground tunnel Passenger Station • Existing interpretive use • Re-opens restaurant • Restrooms • Event space Freight Depot • Restores the Freight Depot to an accurate reconstruction by removing public market additions • Maintains passenger ticketing and boarding

Table C-1 (continued): Alternative 1 – Gold Rush History

	ALTERNATIVE 1
	Railroad History Museum • Adds an addition to the east end of the building for Visitor Center • Adds catering kitchen at the back side of the museum Railroad Technology Museum • Museum expansion focused on railroad science and engineering located in historic Southern Pacific shops (the Railyards) in Boiler Shop and Erecting Shop BF Hasting Building • No change from existing use Pony Express Park • No change from existing use
Facility Use – City or Other Owned	Sacramento History Museum • Moves the Sacramento History Museum functions to Big Four Building, with basement tunnel underground connecting to the Gold Rush scene • Repurposes existing building as State Parks archival center, library, and offices Hall, Luhrs & Co. • No change from existing use Old Sacramento School House • No change from existing use Other • None Property Acquisitions • City and State Parks trade property • Requires future land swap of waterfront property along the Railyards site for the Railroad Technology Museum properties (common to all alternatives) • Requires I Street easement or title transfer from City in front of the Railroad History Museum
Unit Classification	Park Management • Old Sacramento State Historic Park and California State Museum of Railroad History and Technology operate as two separate classified park units
ACCESS AND CIRCULATION	
	Roadways/Parking • Maintains existing roadways, eliminates diagonal parking on the west side of Front Street from J Street to K Street • Requires I Street closure in front of the Railroad History Museum Public Transit • Improves transit access to the Park via street trolley, light rail, train, water taxi, bicycle • Bus drop off at north end of Second Street Pedestrian-Only Access • Maintains the 1849 Scene as a pedestrian-only zone with vehicular access restricted on Front Street at J Street and on I Street at the alley, and includes half of I Street between Second Street and the alley for pedestrian-only access Bike Trails/Access • Creates bike lane from J Street to Neasham Circle on west side of Front Street • Diverts bicycle traffic from the bike trail down J Street to Front Street • Improves connectivity along bike trail between I Street and J Street • Improves connectivity at Capitol Mall and Front Street • Improves connectivity into Land Park • Creates bicycle linkage from Old Sacramento to Railyards

The comments received from the public workshop are provided in the meeting summary for Public Workshop #2, found on the General Plan project website: www.parks.ca.gov/osshpgenplan.

Exhibit C-2: Alternative 2 – Transportation, Communication, and Commerce

TRANSPORTATION, COMMUNICATION, AND COMMERCE

Focuses on the influence of transportation, communication, and commerce on the growth of Sacramento including the greater Sacramento region during the period 1840s to 1880s but allows for other periods to be interpreted

EXCURSION TRAIN LINE & STOPS

CHARACTER IMAGES

PASSENGER STATION, 1873 APPEARANCE

HORSE CAR EXHIBITION DURING RAILFAIR 1999

WATER TAXI TERMINAL

VILLAGE SCENE, JORVIK VIKING CENTRE, YORK, ENGLAND

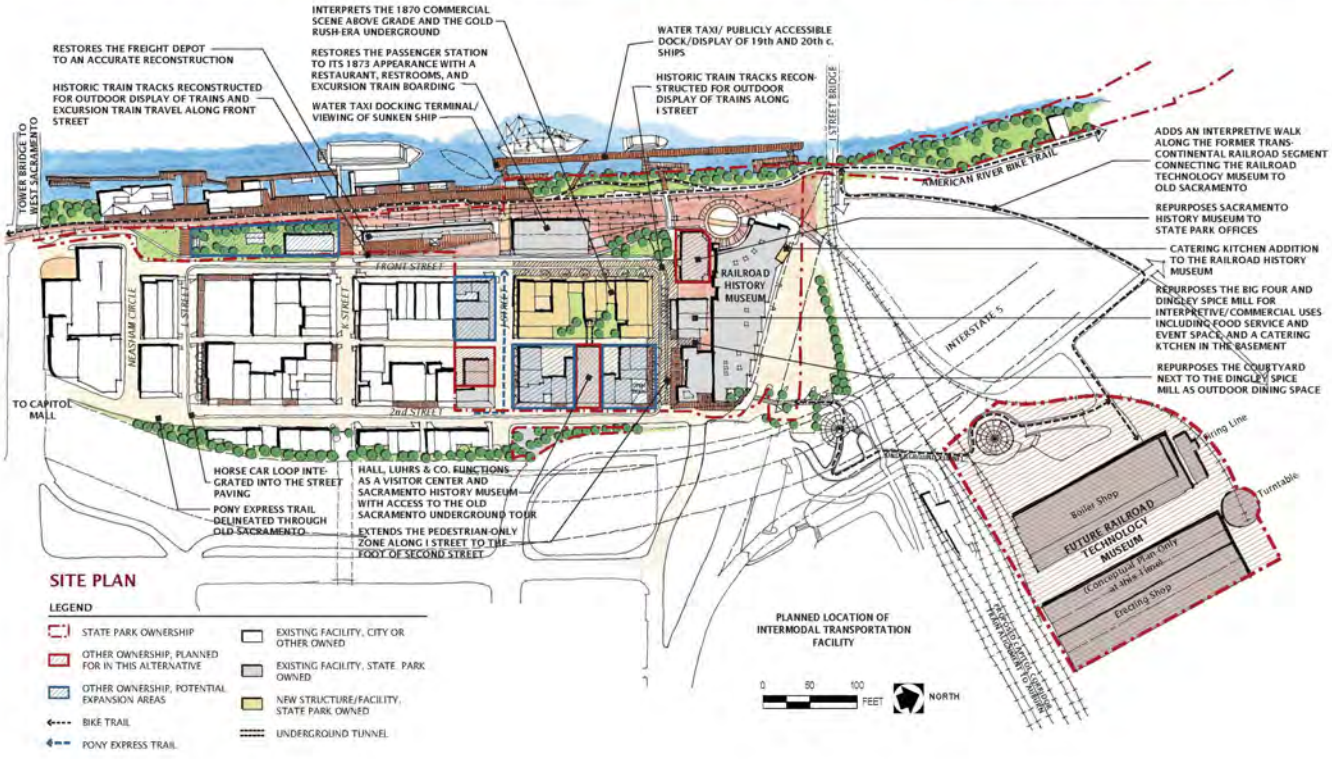

Table C-2: Alternative 2 – Transportation, Communication and Commerce

Old Sacramento State Historic Park
Draft General Plan Alternatives: Potential Themes, Land Use, and Access **DRAFT 01/19/2011**

ALTERNATIVE 2	
Primary Theme Emphasis Including Period of Significance	**Transportation, Communication, and Commerce** Focuses on the influence of transportation, communication, and commerce on the growth of Sacramento including the greater Sacramento region during the period 1840s to 1880s, but allows for other periods to be interpreted
INTERPRETATION & EDUCATION	
Interpretive Focus	Gold Rush • Interprets the early Gold Rush scene at its historic (lower) elevation underground as part of the commercial scene Railroad • Expands railroad activities, exhibits, and events into the outdoor spaces of the park • Showcases transportation technologies over time Communication and Commerce • Tells the story of transportation, communication, and commerce in Sacramento • Highlights 1870s Front Street scene, creating linkage to current commercial district in Old Sacramento River/Riverfront • Interprets the river/riverfront as a key transportation system promoting the growth and development of the city
RECREATIONAL EXPERIENCES AND RESOURCES	
Visitor Experience	Museum Experiences • Sacramento History Museum • Railroad History Museum, and expansion with Railroad Technology Museum • Visitor Center in Hall, Luhrs & Co. • Old Sacramento School House Museum (new location) • Adds an interpretive walk/bike path along the former transcontinental railroad segment connecting the Railroad Technology Museum to Old Sacramento • Emphasizes the Pony Express western terminus and path through Old Sacramento with interpretive markers or paving • BF Hastings exhibits and museum rooms • Wells Fargo Museum Present Grass Area • Depicts late 19th century buildings originally located along Front Street for potential concession and/or event use • Includes development of Gold Rush period scenes including structural remains, potential façade reconstructions, and/or interior scenes of the Gold Rush period • Converts Big Four Building and Dingley Spice Mill to active interpretive/commercial use appropriate to the period. May include new concession in Dingley Steam Coffee and Spice Mill • Re-opens Silver Palace Restaurant as concession in Passenger Station Excursion Train • Extends the excursion train line to Hood with potential stops at Crocker Art Museum, Miller Park, Baths, the Sacramento Zoo, and Freeport with an operating schedule of 60 days/year to Hood with two round trips daily • Allows for riverboat interface at Old Sacramento, Freeport, or Hood • Reconstructs historic rail line on the western edge of Front Street • Develops boarding location in Central Pacific Railroad Passenger Station. Line runs down Front Street and connects back into mainline at Waterfront Park (removes School House) • Reconstructs historic rail line along I Street in front of Big Four Building and Railroad History Museum • Recreates historic horse car loop connecting along I Street, Front Street, L Street, and Second Street River/Riverfront • Constructs a new dock along Riverfront Park for public access and for the display of 19th and 20th century river vessels • Includes a water taxi at the foot of I Street • Provides underwater lights to view a sunken Gold Rush-era shipwreck at the foot of J Street • Interprets historic river elevation at Riverfront Park through interpretive signs Parks, Open Space, and Urban Design • Establishes event and activity space in the grass area behind and perhaps below the reconstructed 1870s commercial scene • Adds gateway monuments and signs on I and Second; J or K and Front Visitor Amenities • Adds visitor center on the ground floor of Hall, Luhrs & Co. providing visitor orientation, concierge services, ticket sales, tour and event information, museum store, and departure for underground tours • Includes public restroom facilities at all appropriate locations • Adds additional shading and landscaping with the development of the grass area Public Safety • Requires significant increase in Public Safety staff to effectively patrol and respond to visitor incidents: 1. On the Sacramento River 2. During increased operating hours 3. To the addition of a tunnel from Old Sacramento to the Railyards and North Sacramento 4. On 17-miles of active railroad tracks from Old Sacramento to the town of Hood • Requires significant increase in Public Safety equipment to effectively patrol and respond to visitor incidents: 1. On the Sacramento River 2. On 17-miles of railroad right-of-way from Old Sacramento to the town of Hood
PARK OPERATIONS	
Facility Use – State Park Owned	Grass Area • Interpretation • Reconstructed 1870s buildings • Underground tours • Lower level depiction of Gold Rush era buildings and activities • Potential concessions • Events and activities Big Four Building and Dingley Spice Mill • Repurposes first and second floors as interpretive/commercial space, including food service (Dingley Steam Coffee and Spice Mill, Stanford Bros Dry Goods, etc) and event space • Adds catering kitchen to support event space in basement

Table C-2 (continued): Alternative 2 – Transportation, Communication and Commerce

	ALTERNATIVE 2
	Passenger Station • Restores Passenger Station to 1873 interior appearance • Becomes boarding and departure location (Hahn painting) for Sacramento Southern Railroad (excursion train) which then travels up Front Street • Re-opens restaurant • Restrooms • Event space Freight Depot • Restores the Freight Depot to an accurate reconstruction by removing public market additions • Eliminates passenger ticketing and boarding • Adds exhibits about freight transportation and commerce Railroad History Museum • Redesigns front of museum to blend with 1870s character • Adds catering kitchen at back side of museum building • Adds courtyard (outdoor) dining connected to Dingley eating venue Railroad Technology Museum • Museum expansion focused on railroad science and engineering located in historic Southern Pacific shops (the Railyards) in Boiler Shop and Erecting Shop BF Hasting Building • No change from existing use Pony Express Park • No change from existing use
Facility Use – City or Other Owned	Sacramento History Museum • Moves Sacramento History Museum to Hall, Luhrs & Co. • Repurposes existing building as State Parks archival center, library, and offices Hall, Luhrs & Co. • Houses Sacramento History Museum with access to underground tours through existing basement facilities • Adds a Visitor Center inside the museum Old Sacramento School House • No change from existing use, but is relocated to a site in Old Sacramento to be determined (accommodates train tracks) Other • None Property Acquisitions • Hall, Luhrs & Co. acquired by State Parks to house visitor center and Sacramento History Museum, then traded with City for the Sacramento History Museum building • Potentially expands the ownership boundaries of the State Park to include other Old Sacramento properties • Requires State Parks to obtain properties for the Railroad Technology Museum • State Parks would acquire an access easement through the Railyards site for the interpretive walk along the path of the Transcontinental Railroad • Requires I Street easement or title transfer from City in front of the Railroad History Museum
Unit Classification	Park Management • Old Sacramento State Historic Park and the California State Museum of Railroad History and Technology are classified as one park unit
ACCESS AND CIRCULATION	
	Roadways/Parking • Reconfigures Front Street as a one way lane, heading south with diagonal parking on the east side only, a horse car track, and train tracks double tracked along Front Street for the excursion train • Closes I Street in front of Railroad History Museum Public Transit • Emphasizes new transit access to the park via street trolley, light rail, train, water taxi, horse-drawn carriage, and bicycle • Bus drop off at north end of Second Street Pedestrian-Only Access • Extends the pedestrian-only zone along I Street to the foot of Second Street and to the waterfront Bike Trails/Access • Creates connectivity of bike trail from I Street Bridge to Capitol Mall via boardwalk extension, requiring the removal of some existing railroad track along the boardwalk • Improves connectivity along entire railroad right-of-way • Creates bicycle linkage from Old Sacramento to Railyards

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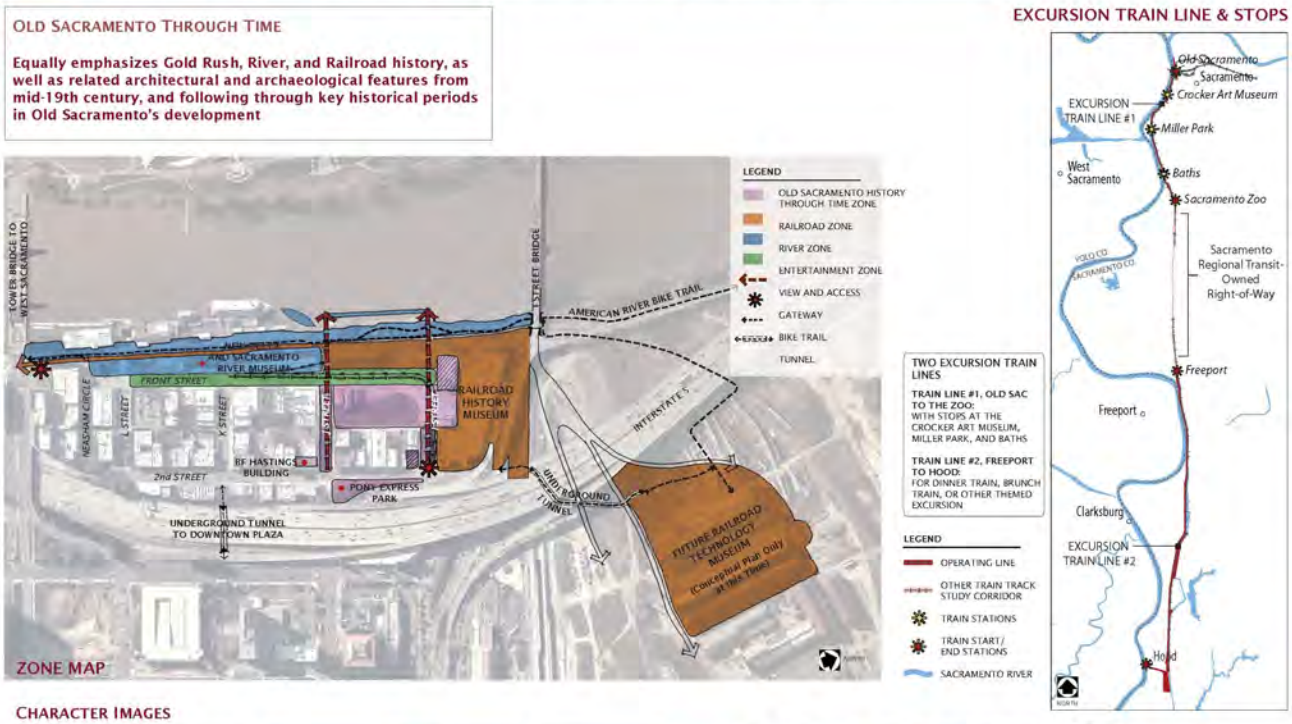
Exhibit C-3: Alternative 3 – Old Sacramento Through Time



CHARACTER IMAGES

JORVIK VIKING CENTRE, YORK, ENGLAND

DISPLAY OF SHIPS AT INNER HARBOR, BALTIMORE, MD

FREEDOM TRAIL, BOSTON, MA

GRASS AMPHITHEATER, NAPERVILLE, IL

RAILROAD TECHNOLOGY MUSEUM SCHEMATIC PLAN

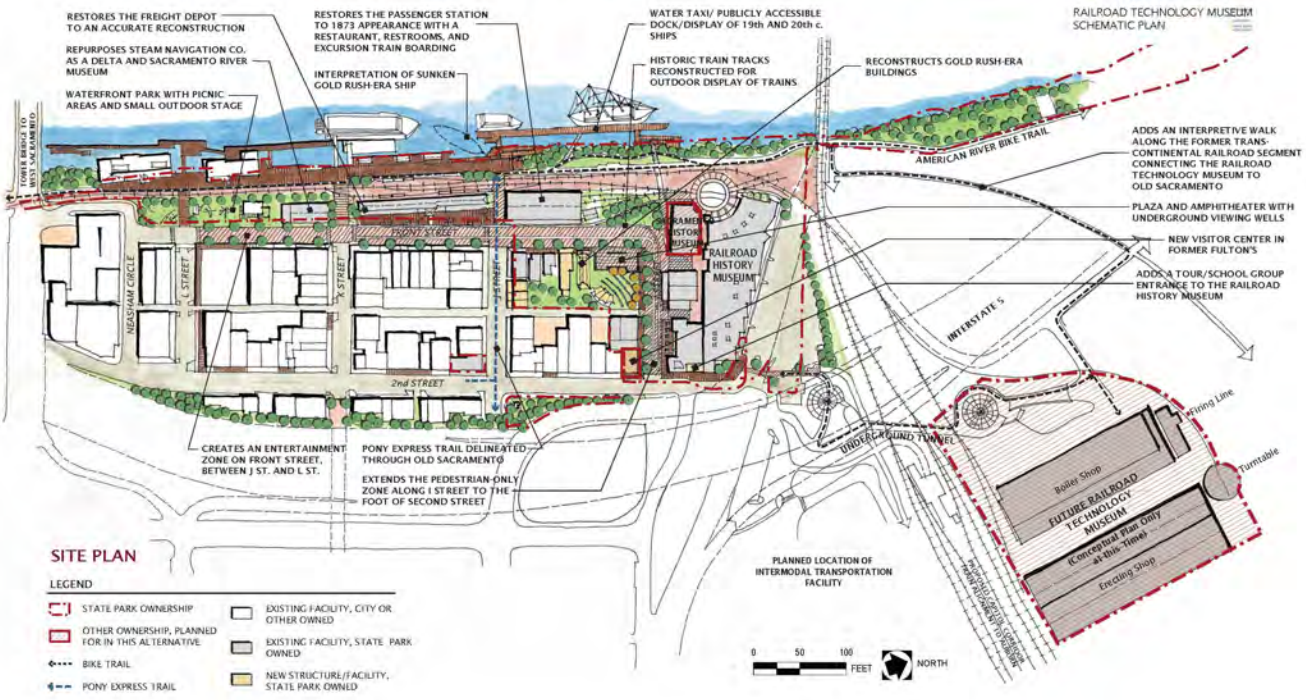


Table C-3: Alternative 3 – Old Sacramento Through Time

Old Sacramento State Historic Park
Draft General Plan Alternatives: Potential Themes, Land Use, and Access DRAFT 01/19/2011

ALTERNATIVE 3	
Primary Theme Emphasis Including Period of Significance	**Old Sacramento History Through Time** Equally emphasizes Gold Rush, River, and Railroad history, as well as related architectural and archaeological features from mid-19th century, and following through key historical periods in Old Sacramento's development
INTERPRETATION & EDUCATION	
Interpretive Focus	Gold Rush • Expands interpretation of the Gold Rush story, scenes, architecture, and activities Railroad • Expands railroad activities, exhibits, and events into the outdoor spaces of the park • Showcases transportation technologies over time Communication and Commerce • Creates opportunities for interpreting both Gold Rush Commerce and its aftermath River/Riverfront • Interprets the riverfront as a landing, ferry terminal, freight and passenger dock • Conveys the impact of the river as an avenue of transportation, a force of nature, and a critical part of the Delta environment
RECREATIONAL EXPERIENCES AND RESOURCES	
Visitor Experience	Museum Experiences • Sacramento History Museum • Railroad History Museum, and expansion with Railroad Technology Museum • Visitor Center in former Fulton's Prime Rib • Addition of a Delta and Sacramento River Museum • Old Sacramento School House Museum • Adds an interpretive walk/bike path along the former transcontinental railroad segment connecting the Railroad Technology Museum to Old Sacramento • Emphasizes the Pony Express western terminus and path through Old Sacramento with interpretive markers or paving • BF Hastings exhibits and museum rooms • Wells Fargo Museum Present Grass Area • Depicts Gold Rush Era buildings originally located in the area as structural volumes and floor plans; may reconstruct one or more additional buildings for potential concession use (hotel) and/or event space. Build out allows for the inclusion of a small amphitheater and plaza with monuments to the period • Uses the Front Street right-of-way between the grass area and Central Pacific Passenger Station for events and activities Excursion Train • Reconstructs historic rail line from Passenger Station by Big Four Building (up I Street) and continuing in front of Railroad History Museum for display purposes • Reconstructs historic rail line along Front Street to end at K Street for display of trains on Front Street to support events • Extends the excursion train line to the Sacramento Zoo with potential stops at Crocker Art Museum, Miller Park, Baths • Adds a second excursion train line from Freeport to Hood with potential for dinner train, brunch train, or other themed-excursions • Connects rail segment through Land Park and South Land Park mainly for equipment transfer; not regular passenger operations • Constructs historic horse car line in L configuration along I Street and Front Street ending at Neasham Circle • Develops boarding location in Central Pacific Railroad Passenger Station. Line runs down existing rail line (may require alteration of corner of freight depot platform) River/Riverfront • Provides interpretation of the sunken Gold Rush era shipwreck • Docks a Gold Rush Era ship (replica) at the foot of J Street • Includes a joint ticketing office for riverboat and train excursion at the Passenger Station • Includes a wharf and water taxi stop at the foot of J Street • Repurposes the Steam Navigation Co. as a Delta River Museum with environmental interpretation of the Delta Parks, Open Space, and Urban Design • Creates an amphitheater using current slopes on a portion of the grass area • Includes uniform streetscape and pedestrian improvements to distinguish Old Sacramento as a unique district • Adds gateway monument and signs on I Street at Second, and Front at Capitol Mall entrance to Old Sacramento • Creates a museum and entertainment district along I Street and Front Street, continuing the pedestrian-only zone along Front Street between J Street and L Street Visitor Amenities • Adds new visitor center facility at former location of Fulton Prime Rib, on the southwest corner of I Street at Second, providing visitor orientation, concierge services, ticket sales, tour and event information, and departure for the underground tour • Includes public restroom facilities at all appropriate locations • Adds additional shading and landscaping with the development of the grass area Public Safety • Requires significant increase in Public Safety staff to effectively patrol and respond to visitor incidents: 1. On the Sacramento River 2. During increased operating hours 3. To the addition of a tunnel from Old Sacramento to the Railyards and North Sacramento 4. On the entire Old Sacramento River front 5. On a second train line running from Hood to Freeport • Requires significant increase in Public Safety equipment to effectively patrol and respond to visitor incidents: 1. On the Sacramento River 2. On the Old Sacramento River front 3. On a second train line running from Hood to Freeport

Table C-3 (continued): Alternative 3 – Old Sacramento Through Time

	ALTERNATIVE 3
PARK OPERATIONS	
Facility Use – State Park Owned	Grass Area • Interpretation • Amphitheater • Reconstructed buildings 1840s/50s • Potential concessions • Underground tours • Events and activities Big Four Building and Dingley Spice Mill • No change from existing use (office, storage, interpretive/commercial, exhibits, multi-purpose, library) Passenger Station • Restores the Passenger Station to 1873 interior appearance • Becomes boarding and departure location (Hahn painting) for Sacramento Southern Railroad (excursion train) which then travels along existing line • Re-opens restaurant • Restrooms • Event space Freight Depot • Restores the Freight Depot to an accurate reconstruction by removing public market additions • Eliminates passenger ticketing and boarding • Makes space available for events and rentals • Interprets agricultural history of California Railroad History Museum • Develops tour/school group entrance on east side of museum Railroad Technology Museum • Museum expansion focused on railroad science and engineering located in historic Southern Pacific shops (the Railyards) in Boiler Shop and Erecting Shop BF Hastings Building • No change from existing use Pony Express Park • No change from existing use
Facility Use – City or Other Owned	Sacramento History Museum • No change from existing use Hall, Luhrs & Co. • No change from existing use Old Sacramento School House • No change from existing use Other • Repurposes Steam Navigation Co. to serve as a Delta and Sacramento River Museum Property Acquisitions • Expands the ownership boundaries of the State Park to include the entire length of the waterfront area in Old Sacramento including portions of properties west of Front Street • Requires State Parks to acquire the Fulton's Prime Rib building • Requires State Parks to obtain properties for the Railroad Technology Museum • State Parks would acquire an access easement through the Railyards site for an interpretive walk along the historic path of the Transcontinental Railroad • Requires I Street easement or title transfer from City in front of the Railroad History Museum
Unit Classification	Park Management One classified park unit, but consideration given to new operating structure and governance for all of Old Sacramento
ACCESS AND CIRCULATION	
	Roadways/Parking • Closes Front Street public vehicle traffic from J Street to L Street • Includes a horse car track in an "L" shape Public Transit • Emphasizes new transit access to the park via street trolley, light rail, train, water taxi, horse-drawn carriage, and bicycle • Bus drop off at north end of Second Street Pedestrian-Only Access • Extends the pedestrian-only zone along I Street to the waterfront and on Front Street from J Street to L Street Bike Trails/Access • Creates connectivity of bike trail from I Street Bridge to Capitol Mall via a boardwalk extension, requiring removal of track on boardwalk • Improves connectivity along entire railroad right-of-way • Creates bicycle linkage from Old Sacramento to Railyards

DRAFT

C.3 PUBLIC WORKSHOP #3: PRESENTATION OF DRAFT PREFERRED SITE CONCEPT PLAN

The third public workshop presented and gathered public input on a Draft Preferred Concept Plan for the future use and management of OSSHP. The public was asked to respond to features they like or didn't like on various components of the preferred concept plan, including the waterfront area, former 1849 Scene, railroad experience, circulation, and any other suggestions for plan improvement. Public input from the draft preferred concept plan was used to develop the Preferred Concept Plan in Chapter 4 of the General Plan. The Draft Preferred Concept Plan (Exhibit C-4), Preferred Excursion Train Concept (Exhibit C-5), and Historic Scene Concept (Exhibit C-6) follow. The comments received from the public workshop are provided in the meeting summary for Public Workshop #3, found on the General Plan project website: www.parks.ca.gov/osshpgenplan.

Exhibit C-4: Draft Preferred Concept Plan

CHARACTER IMAGES

PASSENGER STATION, 1873 APPEARANCE

HORSE CAR EXHIBITION DURING RAILFAIR 1999

JORVIK VIKING CENTRE, YORK, ENGLAND; VISITOR CENTER/MUSEUM EXAMPLE

1849 SITE UNCOVERED SHOWING SIDEWALK BUTTRESSES FROM STREET RAISING

SACRAMENTO IN 1850 FROM THE FOOT OF J STREET

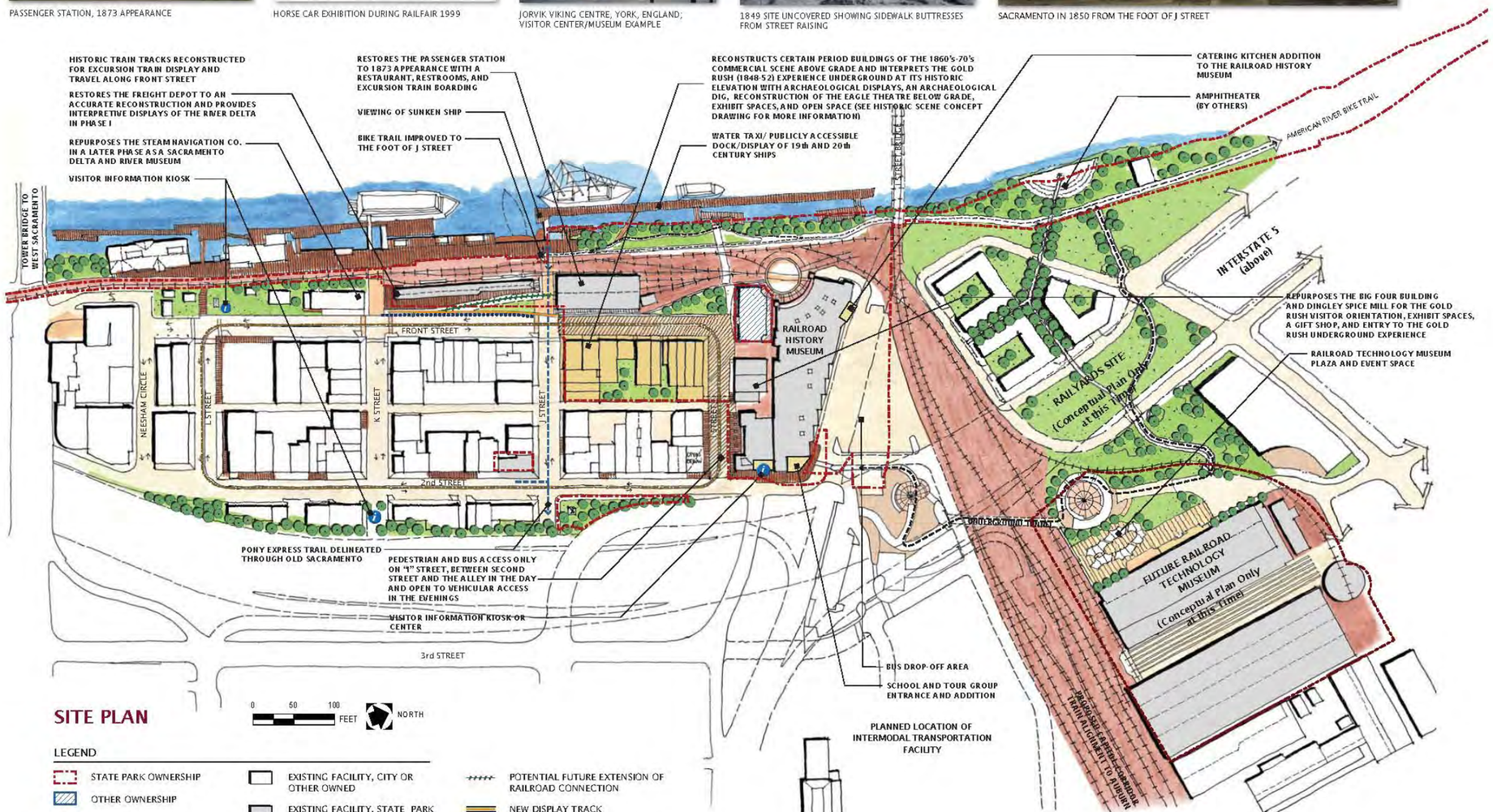


Exhibit C-5: Preferred Excursion Train Concept

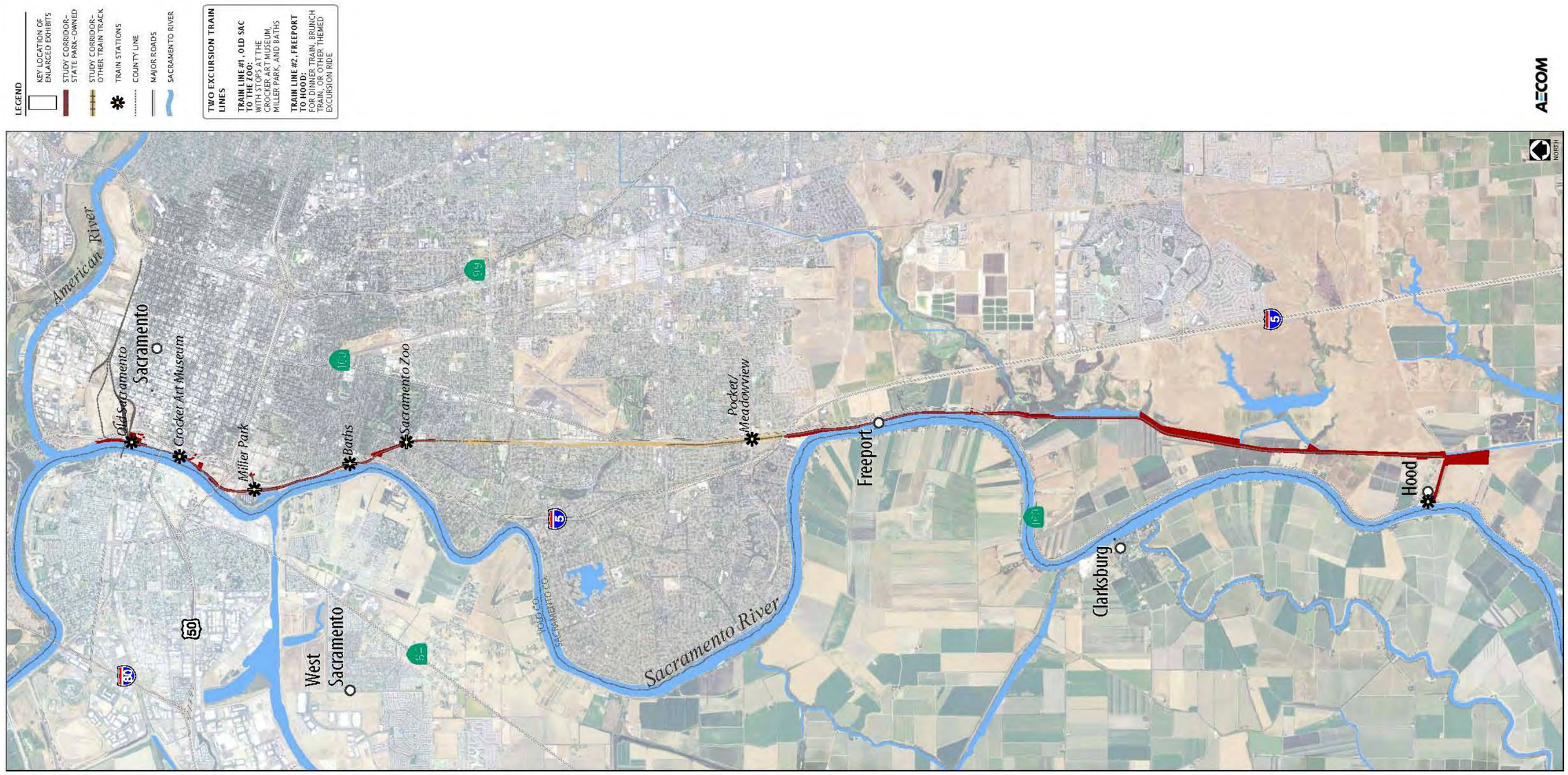


Exhibit C-6: Historic Scene Concept

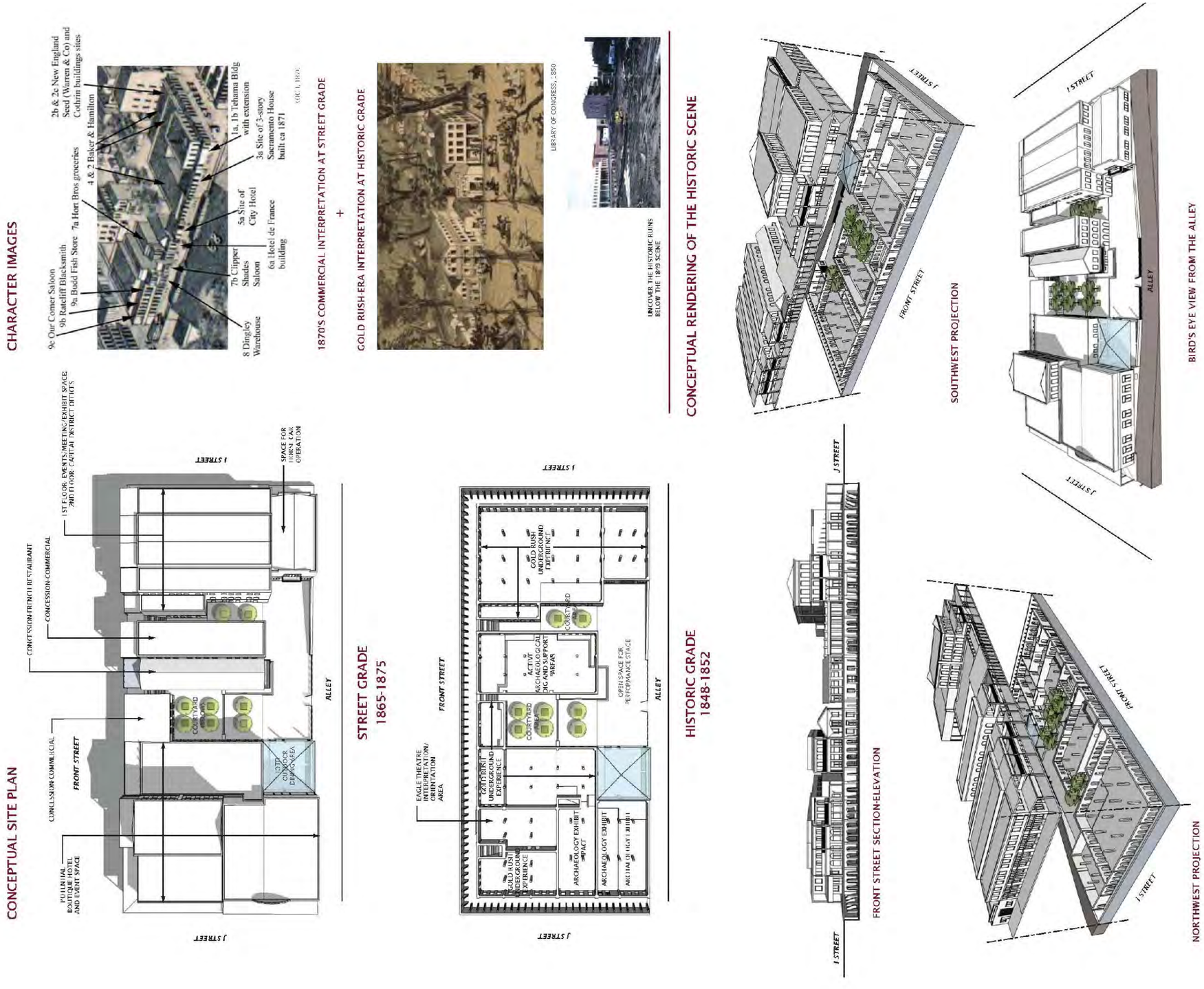
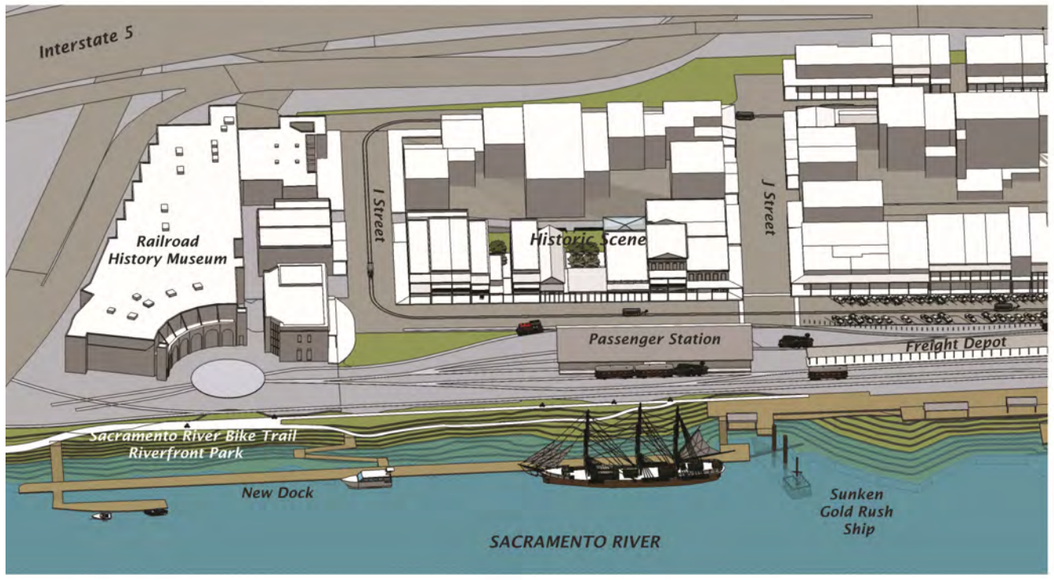
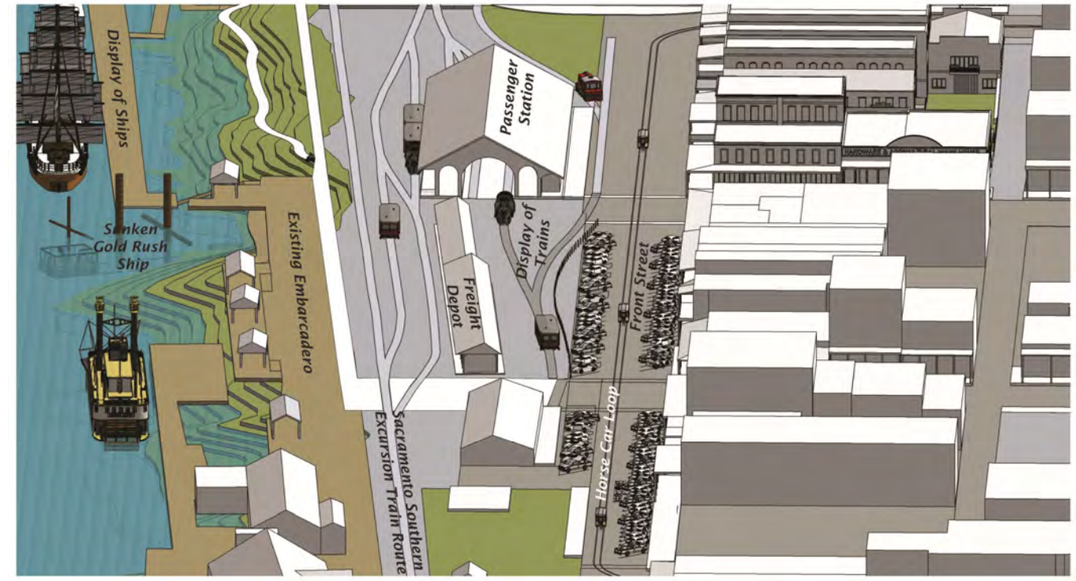


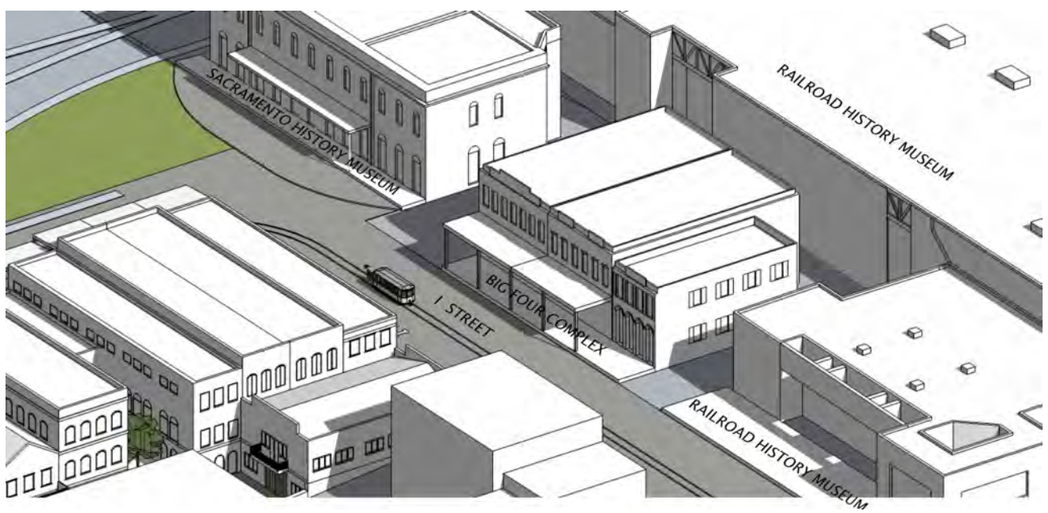
Exhibit C-7: Initial Site Concept Character Renderings



VIEW OF OSSHP FROM THE RIVERFRONT



VIEW OF SHIPS, TRAINS, AND HORSE CAR ON FRONT STREET



BIRDS' EYE VIEW OF BIG FOUR COMPLEX AT I STREET

APPENDIX D

Supplemental Cultural and Historical Resources Information

D.1 HISTORICAL BACKGROUND AND HISTORY

In the early days of settlement, the City of Sacramento was shaped by a collection of opportunistic business decisions by a few business-savvy and influential capitalists rather than by careful planning of where and how to build a sustainable community.[1] Only later did leaders of the community address problems resulting from short-term choices that were made in the early years of the city.

In 1840, John Sutter settled on nearly 44,000 acres (later increased to 132,000 acres) of land granted to him by the Mexican government, which he named New Helvetia (Nueva Helvetia in Spanish, meaning "New Switzerland"). He built a fort as his headquarters, strategically located a couple miles inland from the confluence of the Sacramento and American Rivers on a higher knoll above the level of seasonal flooding.[2] Sutter planned to develop his properties by exploiting the Native American population in the area for labor and by encouraging nearby settlement of other Europeans and Americans to make his fort a commercial center for the region. Unfortunately for this aspiring empire-builder, James Marshall's 1848 discovery of gold at Sutter's mill in Coloma Valley on January 24, 1848, attracted large numbers of emigrants, who would overrun and redirect Sutter's vision.

It was the next generation of opportunistic city-builders, led by Sam Brannan, who recast Sutter's vision. Brannan's many business ventures in January 1848 included a store at Sutter's Fort and a San Francisco-based newspaper called the *California Star*. While Sutter tried to keep the gold discovery a secret, Brannan quickly stocked his store with mining supplies and then widely publicized the discovery, quickly profiting from the rush of folks eager to strike it rich in the foothills.[3]

Brannan convinced Sutter's son, John Sutter, Jr., to survey the land for Sacramento City, stretching out three miles from the place, known as Sutter's Embarcadero on the banks of the Sacramento River, just below its confluence with the American River. Its proximity to the two rivers made it a natural transportation route. However, this opportunistic choice failed to consider the geography of the land, especially its propensity to flood.[4] The Sacramento and American Rivers became the city's life blood, providing the key to its success as the gateway to the gold fields and as a major commercial center in young California, but also provided its greatest challenge to survival as a community.

With the help of Peter Burnett, a lawyer (and later, first elected governor of California), Brannan and Sutter Jr. plotted the city and began selling lots in 1849 for $250. Intense speculation swept the city and lot prices rose quickly; by the end of 1849, lot prices soared to $8,000.[5] With a little help from an abnormally dry winter, potential buyers were unaware of the issues with the site's geography they would later encounter. Brannan's scheme paid off almost

[1] Mark A. Eifler, *Gold Rush Capitalists: Gold and Greed in Sacramento* (Albuquerque: University of New Mexico Press, 2002), 39-40.
[2] Steven M. Avella, *Sacramento: Indomitable City* (Charleston: Arcadia, 2003), 22.
[3] Avella, *Sacramento*, 30.
[4] Ibid. 31; Eifler, *Gold Rush Capitalists*, 50.
[5] Ibid., 49, 51, 54.

immediately.[6] However, most Sacramentans were renters or transients who owned nothing.[7] In fact, most of Sacramento's population was made up of miners or those passing through, only staying in Sacramento during the winter months. Many were eager to make their fortune and return home.[8]

In 1849, a small but powerful minority owned most of the land in Sacramento. According to historian Steven Avella, "This loose coalition of merchants, traders, and speculators" were the most vocal in ensuring that the city be a permanent and safe place to do business. Goods and people coming to the bustling city via the Sacramento River were off-loaded from their boats onto the crowded Embarcadero, the heart of commercial and social activities in 1849. Within a year, the city's first city council consisted of land agents and some of the wealthiest men in town, including Sam Brannan.[9] Their political agenda focused on promoting and sustaining this Gold Rush marketplace through which they hoped to get rich.[10] Such things as public health and safety enjoyed little attention from these speculators, leading to conflict with other newcomers, who arrived with their own expectations of a community in the West.[11]

Reflecting the speculators' attitudes, early structures were made from canvas and other provisional materials, and the streets were poorly maintained. New arrivals found shelter in the nearly forty-five wooden buildings, 300 cloth houses, as well as the many campsites that housed hundreds of seasonally unemployed miners and recently-arrived overland migrants and families.[12] By the end of 1850, Sacramento's population reached 10,000.[13] An 1850 Sacramentan described the town:

> *The streets are not graded, nor are anything done to clear them out, except cutting down some of the scattering trees which five or six months ago were the sole occupants of the ground. The whole town plot is covered with boxes and barrels, empty or filled with all kinds of goods, in passable, indifferent, or bad order, or totally ruined; and wagons, lumber, glass bottles, machinery, and plunder of all sorts, heaped and scattered and tumbled about in the most admired confusion.*[14]

While they brought little financial capital to Sacramento, many overland migrants possessed a unique desire for community forged after months on the trails, which they subsequently projected onto the development of the city.[15] Differing visions for the city, those that elevated

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6 Lagomarsino, *Early Attempts*, 5.
7 Avella, *Sacramento*, 35.
8 Mary Helmich and Pauline G. Spear, *A Gold Rush Merchant's Manual* (Office of Interpretive Services: California Department of Park and Recreation, 1989), 11.
9 Avella, *Sacramento*, 35, 36.
10 Helmich and Spear, *A Gold Rush Merchant's Manual*, 11.
11 Eifler, Gold Rush Capitalists, 69, 89.
12 Thor Severson, *An Illustrated History: 1839-1874 From Sutter's Fort to Capital City* (California Historical Society, 1973), 90.
13 Helmich and Spear, *A Gold Rush Merchant's Manual*, 6.
14 Helmich and Spear, *A Gold Rush Merchant's Manual*, 11; J.S. Holliday, *The World Rushed In: The California Gold Rush Experience* (New York: Simon and Schuster, 1981), 230-231.
15 Eifler, *Gold Rush Capitalists*, 89.

community and those that valued commerce often came into conflict in 1849 and 1850 and enhanced the sense of confusion and uncertainty in Sacramento.[16]

Much of the square-mile city existed below high river level, from the river banks all the way to the public square on high ground at Tenth and I Street.[17] It did not take long for Sacramento citizens to come face to face with the realities of their physical location. On January 8, 1850, the American River overflowed its banks and within hours, four fifths of the city was under water.[18] Flood waters rushed into the city, quickly erected of canvas and wood, and swept away structures as well as tents, wagons, livestock, and merchandise.[19] A brick building under construction collapsed onto the building next door from the force of the rising waters. Thompson and West reported that "great discomfort was produced by the multitude of dead cattle that were lodged everywhere about the city." Citizens moved bed-ridden patients from the county hospital to high ground near Sutter's Fort. Even still, Dr. John Frederick Morse observed that "every one was inclined to believe the ridiculous and false assurances of safety, which could scarcely be extinguished when the city was actually under water. . . It was, in fact, an aquatic carnival, and the town was afloat on a frolic**."**[20]

Sentiments of levity quickly ceased. By the time the flood waters receded, the *Daily Alta California* of San Francisco "estimated a loss of one million dollars;" while other estimates ran to three times as much.[21] For most, whether they owned property or not, leaving the now flood-soaked Sacramento was not an option. The economic ties landowners, merchants, and others held to the city prohibited them from giving up and moving to a new location on higher ground.

Sacramento's underdeveloped and commercially-driven City government no longer served the needs of Sacramento's residents. According to historian, Mark Eifler, permanent residents wished to "create a city that would support their efforts rather than exploit them." As such, a new government, one that was both civic-minded and committed to commercial growth, replaced the great speculators and their leadership.[22] The recurring flood waters of the early 1850s gave citizens something around which to rally and helped to re-launch the vision for Sacramento as not just a place to do business, but also a place to live.

After the flood of January 1850, Hardin Bigelow led the citizens in their fight to build a levee. Following the provisional State government's act formally incorporating Sacramento in February 1850, the city held its first official election and Bigelow became its first mayor, ousting the great speculators from their seats of unofficial political authority. Shortly thereafter, "city voters approved a special $250,000 tax assessment for the building of a permanent levee."[23] Upon completion, it ran from Sutterville, west towards the Sacramento River, north along the

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16 Mark Eifler, "Taming the Wild Wilderness Within: Order and Opportunity in Gold Rush Sacramento, 1849-1850," *California History* 79, no. 4 (Winter 200/2001): 193.
17 Lagomarsino, *Early Attempts*, 6-7.
18 Marvin Brienes, "Sacramento Defies the Rivers 1850-1878," in *California History* 58, no. 1 (Spring 1979): 3.
19 Joseph McGowan and Terry Willis, *Sacramento, Heart of the Golden State* (Woodland Hills, Windsor Publications, Inc., 1983), 36.
20 Thompson and West, *A History of Sacramento County* (Oakland: Thompson & West, 1880; reprinted Berkeley: Howell-North, 1960), 67, 69.
21 Brienes, "Sacramento Defies the Rivers," 4.
22 Eifler, *Gold Rush Capitalists*, 3-4.
23 Ibid, 5.

river, around the edge of Sutter Slough, to the American River and then up the American River to high ground. The levee was three to five feet high, twenty feet wide at the base, and ten feet wide on the top.[24] In November 1850, citizens also took their first step toward improving the condition and appearance of J Street and Front Street. They passed an ordinance that required every property owner or occupant on J Street, between Front and Eighth Streets, and on Front Street, between I and N Streets, to build a sidewalk.[25]

Unfortunately, the city flooded again in the winters of 1852 and 1853. On March 7, 1852, high water breached the levee at several locations near the mouth of the American River, flooding the city. The American River again breached levees in December 1852 and January 1853, compounding the misery caused by the Great Fire in November 1852.[26] The continued inundations rallied public support not only to rebuild the levees, but also to raise and grade a small portion of the business district five feet above the high water mark.[27] More earnest discussions of actually high-grading the streets began and by the end of the year, private citizens and hired contractors lifted J, K, and I Streets as high as five feet, from the levee to the public square on high ground at 10th Street. As hundreds of wagon loads of dirt filled the streets, building owners replaced their old store fronts with new ones to make sure their entrances remained at street level.[28] According to the 1854 Sacramento City Directory, the funds for the projects came from "a pro rata tax upon property owners," amounting to $185,460.[29] This young city – led by its established merchant class and new local government – opted to tax itself to alter the natural landscape in hopes of ensuring continued prosperity at its particular location. Before the 1850s were over, Sacramentans spent nearly $600,000, protecting their city from floods.[30] As the 1854 City Directory explained, "A well-grounded hope is indulged by the citizens of Sacramento, when they gaze upon this apparently impervious piece of workmanship that the day of her affliction is over, at least so far as related to the probability of future overflow."[31]

Flooding was not the only threat to Sacramento. In a wood and canvas city, fire was a continuing danger. The first volunteer fire department in the far west was established in Sacramento on February 5, 1850.[32] Early Sacramento experienced its share of fires, but the most devastating, known as the "Great Fire of 1852", nearly wiped out the entire city on the night of November 2nd and day of the 3rd. "In a single night," reported the Sacramento State Journal, "our beautiful city has been swept away by the terrible element which we are accustomed to associate the end of all earthly things. . . In less than four hours of about 1,500 houses, nothing remained but masses of ashes, burning timbers and heated bricks and at least

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24 Lagomarsino, *Early Attempts*, 9.

25 Helmich and Spear, *A Gold Rush Merchant's Manual*, 14.

26 Sacramento Daily Union, March 9, 1852; San Francisco Daily Alta California, March 9, 1852; New York Daily Times, April 13, 1852; San Francisco Daily Alta California, Dec 31, 1852 — *Another Flood at Sacramento*; Sacramento Daily Union, Jan 3, 1853; San Francisco Daily Alta California, Jan 3, 1853; Sacramento Daily Union, Jan 5, 1853; San Francisco Daily Alta California, Jan 11, 1853. More on the Great Fire below.

27 Brienes, "Sacramento Defies the Rivers," 7, 12; Lagomarsino, *Early Attempts*, 14.

28 Lagomarsino, *Early Attempts*, 15-18.

29 Samuel Colville, *City Directory of Sacramento for the Year 1854-5* (San Francisco: Monson& Valentine, 1854), Center for Sacramento History, Eleanor McClatchy Collection.

30 Avella, *Indomitable City*, 40.

31 Colville, *City Directory of Sacramento for the Year 1854-5*.

32 History of the Sacramento Fire Department, http://www.sacfire.org/indexSub.cfm?page=342924 . A paid fire department was established on October 1, 1872.

8,000 persons were left houseless... hundreds with nothing but the clothing upon them."[33] Among the few surviving structures were several early brick buildings, including the Lady Adams Building (built 1849) on K Street between Front and 2nd Streets and the Tehama Block (rebuilt in brick in the summer of 1852, torn down in the 1960s) at the corner of Front and J Streets. Brick became the norm for most rebuilding after the fire.

Between 1854 and 1861, Sacramento prospered economically, socially, and politically while the rivers remained at bay. Permanent brick structures replaced temporary wooden and canvas ones. The city added a courthouse and the City Hall and Water Works building to its urban landscape. In 1854, the State Legislature selected Sacramento as the state capital, a sign of not only its economic importance to California, but the widely held assumption that floods, or any other disaster, no longer posed a threat to the city.

The American and Sacramento Rivers remained below their banks for nearly ten years while residents, businesses, the legislature, and committed trading partners in San Francisco and the foothills and valley benefitted from the relative peace, prosperity, and growth of Sacramento. The city and its neighbors considered its near annihilation wrought by earlier floods as unfortunate flukes and certainly did not worry about future flooding as long as the levee remained intact. In the 1860, City Directory the author boasted, "Eleven years ago where Sacramento stands was an unclaimed wilderness; today by that indomitable energy and perseverance which characterizes the American people, we stand as the second City on the Pacific Coast and there we will stand forever..."[34] The abnormally rainy winter of 1861-1862 challenged these sentiments and forever altered the way Sacramento handled the physical realities of its location.

The winter of 1861-1862 was one of the wettest California winters on record. In Northern California, mining debris piles burst, sending flows of clay and rock onto valley farms and raising streambed levels. Over thirty inches of rain fell over a two month period that winter. The lake, formed by the flood waters in the valley, was sixty miles wide.[35] On December 8, 1861, the American River rose nearly twenty feet, an alarmingly high level for so early in the rainy season.[36] In the morning hours of December 9, the levee in the northeastern part of Sacramento succumbed to the rising river waters, inundating the city.[37] The water rose rapidly, bringing with it a current that was strong enough to imprison many people in their homes, unable to be rescued by mules, horses, wagons, or even boats. Families worked quickly to bring first-story belongings upstairs, while the lucky ones were shuttled to safety by any kind of imaginable watercraft. As the Union reported, "The flood came with the rapidity of a hurricane. In a few hours after the water crossed the levee, the whole city was under water."[38]

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[33] Sacramento *State Journal*, Nov. 12, 1852; San Francisco *Daily Alta California*, Nov 4, 1852; Sacramento *Daily Union*, Nov 5, 1852.

[34] D.S. Cutter, *Sacramento City Directory for the Year A.D. 1860* (Sacramento: H.S. Crocker & Co., Book and Job Printers, 1859). Center for Sacramento History: Eleanor McClatchy Collection.

[35] Karen M. O'Neill, *Rivers by Design: State Power and the Origins of U.S. Flood Control* (Durham: Duke University Press, 2006), 75.

[36] Thompson and West, *A History,* 69.

[37] Brienes, "Sacramento Defies the Rivers," 13.

[38] *A Capitol Neighborhood: The Archaeology of the Capitol Area East End Complex* (A Report Prepared for Department of General Services: Sacramento, 2003): 6.88; "A Great Calamity," Sacramento *Union*, Dec 11, 1861.

On December 11, 1861, just two days after the first flood of the season, the Union asked its readers, "What next? Is not self protection the first law of nature? Does not necessity demand obedience? Can Sacramento exist as a city without a higher grade and levees . . .?"[39] Even while on the receiving end of a natural disaster, Sacramentans felt tied to the location and were willing to fight for their city.

As with the floods of the early 1850s, some Sacramentans opted to ignore the obvious danger and attempted to enjoy the perceived novelty of the event. Historians Thompson and West wrote:

> *Hundreds of boats were afloat up on the streets, some carrying but one passenger, and some a dozen. All seemed to enjoy the novel experience of a boating expedition through the principle streets of a great city. Every balcony was crowded with spectators, and mirth and hilarity prevailed.*[40]

However hard these citizens tried to enjoy the event, they soon found it difficult to do so in the face of so much destruction. Most of the levees remained intact, trapping flood waters inside the city. According to one local newspaper, "The levee is now an injury instead of a benefit, as it confines the water in the city, and causes it to rise higher by probably two feet than it would have done had no levee existed. . ."[41] The city charged the chain gang with the dangerous task of breaching the R Street levee to relieve the city of the excess flood water.[42] Once the chain gang breached the levee, the force of the rushing water was so great that it took twenty-five homes with it, some of which were two stories tall.[43] On December 23, the city flooded again only to be inundated once more on January 9, 1862.[44]

In January 1862, the entire state of California experienced a 200-year storm, compounding the damage in the already flood-soaked Sacramento.[45] Traveling north from Southern California, the great storm dumped over twenty-four inches of rain, "an amount almost equal to Sacramento's annual rainfall total."[46] The floods inundated the entire Central Valley. Records show that the winter rains "transformed the Sacramento and San Joaquin Valleys into an inland sea 250 to 300 miles long and 20 to 60 miles wide," covering the tops of telegraph poles. The floods claimed enough livestock to deplete one fourth of the state's taxable wealth and effectively ended California's cattle-based ranchero society.[47] One observer estimated the loss of property as 50-100 million dollars or 100-200 dollars for every person in the state. The storm destroyed one in eight homes statewide, and almost all were damaged to some extent. The

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39 "What Next?" Sacramento *Daily Union,* Dec 11, 1861.

40 Thompson and West, *A History*, 71.

41 "A Great Calamity," Sacramento *Daily Union*, December 11, 1861,

42 For information on the chain gang, see McGowan and Willis*, Sacramento, Heart of the Golden State*, 39; Joseph McGowan, *History of the Sacramento Valley*, vol. 1 (New York: Lewis Historical Publishing, 1961), 10; Center for Sacramento History, Eleanor McClatchy Collection (Caroline Wenzel Notebooks, Volume 29), 77. "100 Years Ago," Sacramento *Bee*, Dec 23, 1958); Dolores Saunders, *The Sheriff's Department of Sacramento County 1850-1879* (Master's Thesis: CSU Sacramento, 1974), 7.

43 *A Capitol Neighborhood*, 6.88.

44 Brienes, "Sacramento Defies the Rivers," 15; McGowan, *History of the Sacramento Valley*, 186.

45 Wayne E. Engstrom. "The California Storm of January 1862," *Quaternary Research* 46 (1996): 141.

46 Steve Mellon*, Sacramento: Then and Now* (Gibsonia: Scripps Howard Publishing Inc., 1994), 18; W. Leonard Taylor and Robert W. Taylor, "The Great California Flood of 1862," The Fortnightly Club, www.redlandsfortnightly.org/papers/taylor06.htm.

47 *A Capital Neighborhood*, 3.11; Taylor and Taylor, "The Great California Flood of 1862."

storm migrated eastward, bringing heavy rainfall to Tennessee and slowing troop movement during Civil War engagements in the area. In San Francisco, the storm reversed fresh-water flows into the Pacific Ocean. According to scientist Wayne Engstrom, "For nearly two weeks fresh water flowed continually seaward through the Golden Gate, without tidal fluctuation. Fresh water covered the surface of the bays for two to three months; bay fisherman often caught fresh water fish during this interval."[48]

Sacramento received over 400% of normal rainfall that January. The American River levee broke again on January 10th, and residents found themselves subject to hurricane-force winds and five feet of muddy, ice-cold water, rising nearly two feet higher than that of the previous record set on December 9th.[49] Historian Joseph McGowan writes that "dead animals [floated] about the streets, houses were washed off their foundations and the town lost all communication." Furthermore, "the force of the water was such that one thousand feet of brick wall, fourteen inches thick and twenty four feet high, collapsed." Sacramento was under water for three months. In the end, four hundred families were left homeless and five thousand individuals were in need of aid.[50] On March 16, 1862, federal land surveyor, William Brewer, wrote in his journal: "I don't think the city will ever rise from the shock, I don't see how it can. Yet it has a brighter side. No people can so stand calamity as this people. They are used to it." In the days and weeks to come, the devastating and unexpected floods forced Sacramentans and their neighbors to come to terms with the reality of the situation in Sacramento. Upon hearing about the disaster, citizens from San Francisco and other nearby towns donated over twenty thousand dollars, food, clothing and blankets for the suffering residents.[51]

Cleaning up after the floods required more of Sacramentans than simply clearing debris from city streets. Civic pride and the faith to continue living in a city so easily subjected to the dangers of two flood-prone rivers waned, and with it, the promise of continued economic and political growth. For the wealthy elite that not only owned much of the property, but held positions of power in local government, moving the city in response to the most recent flooding remained unthinkable. As Barbara Lagomarsino notes, "For men like this, the question was not whether to admit that Sacramento was located on an untenable site for activity and leave, but rather to make sure that the site was, indeed, tenable."[52] Determined Sacramentans picked up where they left off in the 1850s. They began plotting how best to further modify their environment to match their city-building dreams. Their three-pronged approach–building levees, altering the course of the American River and raising and grading the streets–was an expensive, time-consuming and labor-intensive one. Upon completion, the plan would secure Sacramento's location in exchange for completely redefining its natural landscape.

On January 8, 1863, a new age dawned for the City of Sacramento. City leaders, railway officials, and practically every citizen gathered on the Front Street levee at the foot of K Street

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48 Taylor and Taylor, "The Great California Flood of 1862."
49 Ibid; "Two Years Ago," Sacramento *Daily Union*, January 11, 1864.
50 McGowan, *History of Sacramento Valley*, 186.
51 William Brewer, *Up and Down California in 1860-1864: The Journal of William H. Brewer* (Berkeley: University of California Press, 1966), 249.
52 Lagomarsino, *Early Attempts*, 29.

to celebrate the "ground breaking" of the Central Pacific Railroad (CPRR), the Pacific link of the nation's first transcontinental line. This triumphant occurrence was directly connected to the events of the previous year when flood waters overtook the city, leaving it inundated for over three months. As a reaction to this disaster, the City took quick action, making a shrewd deal by which to prevent flood-related disasters and guarantee a new economic base for the community.

To protect Sacramento's vibrant business center from future flooding, it was crucial that the Front Street levee on the Sacramento River be increased. The already financially-devastated city did not have the funds to complete the project. In response, city officials struck a deal with the Central Pacific that secured Sacramento as the initial terminus for the transcontinental railway line, in exchange for ownership of land along Front Street. A key part of the agreement was the railroad's obligation to raise the levee to at least 20 feet above river level before constructing its new rail line in that location. The January 8 "Ground Breaking" actually consisted of the officials taking shovelfuls of dirt from two carts and depositing them on the ground, beginning the process of raising the Front Street levee.[53] This land transfer played an important role in rebuilding Sacramento in the wake of a natural disaster and was but one example of the city's determination to survive and prosper.

The railroad reinvigorated the business district, allowing many 1850s businesses on Front Street to thrive and adapt as the city grew. Front Street was historically some of the most valuable land in the city, and would continue to be so with the addition of the railroad. Just as the Gold Rush did, the railroad brought thousands from around the world to Sacramento. Here, hotels and retailers took full advantage of the new customers and residents, traveling by rail. Businesses located on the eastern side of Front Street were in a prime location to greet passengers arriving from the East and to put forth the city's best face.

Sacramento's physical development soon began to reflect the railroad's presence in the business district. As the railroad brought more people to the city, the size of businesses grew. Gold Rush-era buildings and businesses began to merge with larger companies as the need for increased retail spaces made these smaller structures impractical continuing and expanding a process started in the 1830s as successful businesses grew. The Baker-Hamilton Company expanded its properties to create multiple stores and warehouses in the half block, bounded by Front, J, and 2nd Streets, often swallowing up smaller stores in the process. Or older buildings were simply torn down and replaced with new larger structures, often covering several lots. A striking surviving example of this trend is the Hall Luhrs & Company Grocers building on Second Street, constructed in 1884. The two-story, brick structure sat atop four separate lots which various businesses had occupied for nearly thirty years. As such, Hall Luhrs & Company had one of the largest stores in Sacramento.

The railroad's influence on the Front Street area persisted, but also evolved. In 1879, the Central Pacific moved its Passenger Station away from Front Street to the new Arcade Station on 3rd Street. By the 1880s, the railroad's presence on Front Street focused on freight activities

[53] "Pacific Railroad," Sacramento *Daily Bee*, Jan 8, 1863; "Pacific Railroad Inauguration," Sacramento *Daily Union*, Jan 9, 1863

and facilities, transitioning the area away from its retail-centered origins and toward warehousing. Thus 1879-1880 would mark a major transition as passengers and those businesses serving them left the area of Front Street, and especially the block between I and J Streets. Commercial and warehousing were the new dominant activity, well into the 20th century.

D.1.1 RAILROADS IN OLD SACRAMENTO

The first steam railroad in California and the far West was the Sacramento Valley Railroad (SVRR), founded in Sacramento in 1852. The railroad was laid out by Theodore Judah, who arrived in California in May 1854, hired for the purpose. Ground was broken in February 9,[54] 1855 and the line was completed to Folsom in February 22, 1856. It was the first railroad on the Sacramento waterfront, entering Sacramento along the alignment of R Street and following the river as far north as K Street. Its route along the river is generally followed today by the California State Railroad Museum's (CSRM's) Sacramento Southern Railroad.

The CPRR was founded in Sacramento in 1862. Promoted by Theodore Judah, prominent founders included Sacramento shop keepers Leland Stanford (who also was elected California Governor), Collis P. Huntington, Mark Hopkins, and Charles Crocker. Prominent local attorney E. B. Crocker (brother of Charles Crocker and for a time a California Supreme Court Judge) soon joined the railroad. Ground was broken in January 8, 1863 at Front & K Street, and the first rail was laid at Front and I Street on October 26 of that year, both sites within the boundaries of Old Sacramento State Historic Park (OSSHP). The first Central Pacific locomotive, 4-4-0 *Gov. Stanford*, was unloaded on the waterfront October 6, 1863, and first operated under steam November 9.[55]

By 1864, the first CPRR passenger and freight depots had been constructed along Front Street and regular trains were leaving for the mountains daily, in addition to construction train. The first official timetable, with trains running to Newcastle, went into effect June 6, 1864. The freight station was periodically expanded over the years, and in 1868 the railroad constructed a new, larger passenger station with a covered train shed. The 1868 passenger station and the freight station have been reconstructed by the Park, as detailed above. Meanwhile the waterfront was the major point of arrival for nearly all supplies shipped in for the railroad. In 1865 the Central Pacific partners acquired control of the Sacramento Valley RR, and soon the tracks of the two companies were connected at K Street. Old Sacramento was a very busy place.[56]

The Central Pacific tracks initially left the riverfront by running east on I Street. This was a temporary expedient. In 1866, construction started on the permanent mainline, which headed north from Front and I Streets, made a sweeping curve on newly constructed levee through a

[54] *Sacramento Union*, May 8, 1854; *Sacramento Union*, February 12, 1855; *Sacramento Union*, February 22, 1856.

[55] *Sacramento Bee,* January 8, 1863, *Sacramento Union*, January 9, 1863*; Sacramento Union, Tuesday, October* 27, 1863; *Sacramento Union*, October 7, 1863, *Sacramento Bee*, November 9, 1863.

[56] *Sacramento Union*, May 4, 1864; *Sacramento Union*, May 4, 1864; *Sacramento Union*, June 22, 1864; *Sacramento Union*, July 12, 1865; *Sacramento Union,* August 27, 1867; *Sacramento Union,* October 2, 1868.

portion of Sutter Lake (also known as China Slough), and reconnected with the line out of town at 7th and D Streets. Trains switched over to the new mainline on February 27, 1867.[57]

The lands of Sutter Lake had been deeded to the Central Pacific in 1862 by both City ordinance and State Legislative act. In 1867 the railroad started filling in the land as the site for its new permanent main locomotive and car shops. Plans for the shops were drawn up by the firm of Woolaver & Wilkinson, both of whom subsequently became Central Pacific employees. The first structure completed was the Roundhouse, placed in service in December 1868. The Planing Mill & Car Shop and the Erecting & Machine Shop were both completed in early 1869.[58] Many more buildings followed over the years.

On May 10, 1869, the Central Pacific met the Union Pacific at Promontory, Utah, to complete the first Transcontinental Railroad line. Linked by telegraph for instant work of the completion, the meeting set off celebrations from coast to coast across the nation. Leland Stanford's special train to the ceremonies left from the Sacramento Depot on Front Street, several days before the event. Sacramento's celebration on May 10 was also focused at the depot, with bells ringing and the locomotive *Gov. Stanford* blowing its whistle continuously. Celebrations had actually started on May 8, the date the connection was supposed to have been made.[59]

With the East connected, attention turned to a through track to the San Francisco Bay Area. The connection was made over the Sacramento Valley RR tracks south from Front and K Streets, east out R Street to Brighton, and then south on the (19th century) Western Pacific through Stockton, over Altamont Pass, and on to Alameda and Oakland (with a ferry ride to San Francisco). This line was completed in November 1869. Mainline railroad traffic between points north and east, connecting with points south and west continued using this trackage along Front Street through Old Sacramento until a bypass was secured via Elvas about 1905.

The Passenger Station remained on Front Street until 1879, when a new much larger station was constructed adjacent to the Shops on land filled from Sutter Lake. Both the old 1860s passenger station and freight station were torn down to make way for a new, larger freight station stretching along Front Street from K Street nearly to I Street. As years went by the area slowly deteriorated into a "skid row". In the 1960s the area that became Old Sacramento was cut off from the rest of the downtown by the construction of Interstate 5. California Department of Parks & Recreation partnered with the City of Sacramento and the Redevelopment Agency in the revitalizing of Old Sacramento. The Eagle Theatre was the first element of OSSHP, opening March 14, 1974.The reconstructed CPRR Passenger Station was the first element of the new CSRM in OSSHP when it opened July 4, 1976.

The Central Pacific Shops, later Southern Pacific Shops, continued to be the number one heavy locomotive repair shop for the entire Southern Pacific system until 1992, when those functions

[57] *Sacramento Union*, October 18, 1866*; Sacramento Union*, February 27, 1867; *Sacramento Bee*, 23 July 1867; *Sacramento Union*, July 31, 1867

[58] "City Ordinance of Sacramento and Act donating Swamp Land", Sacramento, H. S. Crocker & Co., 1862; *Sacramento Union*, March 15, 1867; *Sacramento Union*, August 9, 1867; *Sacramento Union*, December 18, 1868; "Sacramento General Shops", manuscript by D. L. Joslyn, 1948.

[59] *Sacramento Bee*, May 8, 1869

were transferred to the Burnham Shops in Denver, of the recently merged Denver & Rio Grande Railroad. The Erecting Shop, opened in early 1869, expanded in 1873, 1888 and 1905, remained the central focus of all heavy locomotive work until closed in 1992, a record of continuous service likely unmatched by any other railroad locomotive shop in the country. In 1995 Southern Pacific had been acquired by Union Pacific, and the last shop functions were transferred to Roseville and Rocklin in 1999. The Erecting & Machine Shop, the adjacent Boiler Shop, and the turntable (remnant of the old 1868 Roundhouse), transfer table, and firing line are expected to become the new Railroad Technology Museum (RTM) of the CSRM.

The Sacramento Southern Railroad was built by the Southern Pacific, beginning in 1907, to provide direct railroad service to the rich farm lands in southern Sacramento County, located in the Sacramento River Delta region. Prior to that time, Southern Pacific river boats had served the Delta region and had a near monopoly. But in 1905, the Santa Fe Railway, recently built in Northern California, started competing with river boats of their own. Sacramento Southern tracks reached Freeport in 1909, continued past Hood, and after completing a swing bridge as Snodgrass Slough, arrived at Walnut Grove in 1912. The final extension to Isleton was completed in 1929-31.

The Isleton flood of 1971 destroyed the southern end of the line and service was cut back to Walnut Grove. In 1978, the Southern Pacific applied to abandon all but the northern three miles of the branch, and the last SP train ran on October 10th. With Southern Pacific cooperation, the CSRM started limited excursion operations in 1982 on the northern 3 miles of the branch (not included in the 1978 abandonment). Regular excursion operations began in 1984. The State of California acquired the northern portion of the branch to Freeport (except the 4 miles acquired by the Sacramento Regional Transit District) in 1985, and the balance of the line to Hood in 1988.

D.2 CULTURAL FEATURES & ARCHAEOLOGICAL SITES

D.2.1 OLD SACRAMENTO

Historic Structures

Big Four Building

Originally located at 52, 54, 56 & 58 K Street (post-1879 numbering 220-226 K Street) on the south side of the street is today a reconstruction at 109 & 111 I Street on the north side of the street in the State History Park. The original K Street location now lies beneath I-5. The Stanford Building and Huntington Hopkins Hardware store, located today on I Street, is a reconstruction of a building that once sat on K Street between Second and Third Streets–an area that now lies beneath I-5.

The structure which was actually three buildings is significant because of its association with Collis P. Huntington, Mark Hopkins, and Leland Stanford. These, with Charles Crocker and

others founded the CPRR, the western link of the first transcontinental railroad. Here were the railroad's headquarters from 1862, until it was relocated to San Francisco in 1873.

Stanford Hall

Leland Stanford's store originally located at 56 and 58 K Street (224-226 K Street after 1879), was built originally by Stanford Bros. in 1852 at a cost of $7,000.00. 40 x 80 feet, it was one of the few to survive the fire of 1852. Operating a wholesale merchandise store here, Stanford also maintained quarters for the Masonic Lodge on the upper floor. Rebuilt in 1858, later became the office of the CPRR between 1862 and 1873.

Huntington & Hopkins Hardware Store

Originally to the west of the Stanford Store, was the establishment of C.P. Huntington and Co. at 54 K Street (222 K Street). This, a two-story structure, 20 by 100 feet, was built in 1852 after the fire. Established by C.P. Huntington in 1849, this firm was known as the Huntington & Hammond Co. in 1850, C.P. Huntington in 1852, Huntington & Massol & Co. in 1853, and Huntington & Hopkins after 1855. By 1860, Huntington & Hopkins had acquired the 20 by 100 feet building to the west, at what was 52 K Street (220 K Street). This also was built after the fire in 1852, was owned by Richard Chenery and occupied by P.J. Brown & Co. in 1852 and by George B. Gammons & Co. in 1854.

Dingley Steam Coffee and Spice Mill

Located at 15 I Street (115 I Street after 1879), the Star Mills, owned by Nathaniel Dingley, began operation in May, 1850. The present building was constructed in early 1859 after a December 1858 fire destroyed the earlier building. Described in 1880 by Thompson and West:

> *"A steam engine is used, and five men are constantly employed in manufacturing; the yearly business being between $35,000 and $40,000. The factory is of brick, having two stories and a basement, in size, 25 by 85 feet. The height, of the basement is ten feet, the first story fourteen feet and the second story eleven feet in the clear. An addition, of the same height, and in size 25 feet by 65 feet, is soon to be added to these mills."*

Dingley operated his mill until the 1890s. Beginning about 1860 he had a warehouse at 7 Front Street (907 Front Street after 1879) near the corner of I Street. The enlarged structure of his mill on I Street adjoins the site for the reconstruction of the Big Four Building.

West of Dingley's original mill in 1856 was the Ferry Hotel, at what is now 111 I Street, and Edward Fletcher's laundry at 109 I Street. This is the site of the reconstructed Big Four Building.

B.F. Hastings Building

Located at 30-32 J Street and 34-40 2nd Street (1000 & 1002 2nd St after 1879), the B.F. Hastings Building that exists today is the very same one that stood during the Gold Rush, the floods, and street improvements of the 1860s. Construction on the building began immediately following

the devastating fire of 1852. The original owner went bankrupt with its construction, providing Gold Rush banker B.F. Hastings with an opportunity to sweep up this prime real estate on J Street, Sacramento's main commercial artery to the gold fields. Hastings finished the building in 1853 and quickly opened it up to some very high-profile tenants.

Wells Fargo & Co. opened an office in the Hastings building in 1854. They moved to the nearby former Adams Express building in November 1857. The B.F. Hastings Building was the Western terminus for the Pony Express during its first 12 months in business between April 1860 and March 1861. For its last eight months until its end in October 1861, the Wells Fargo office down the street served the Pony Express. Before the telegraph put it out of business, the Pony Express reduced the amount of time it took to send mail across the country from four months to ten days. The basement level, under the sidewalk, is the original street level used by the intrepid riders as they began or ended their journeys.

In 1853, Sacramento was the telegraph hub for northern California. The Alta California Telegraph Company opened an office in the B.F. Hastings Building in 1858, occupying the former Wells Fargo space. The California State Telegraph Company absorbed the Alta Company in 1860 but kept the Hastings Building office. By 1861 telegraph lines based out of the B.F. Hastings Building connected Sacramento to Salt Lake City and soon after, the rest of the country. In the evening of October 24, 1861, California Supreme Court Chief Justice Stephen J. Field (later the longest service US Supreme Court Justice until William O. Douglas) sent the nation's very first transcontinental telegraph message over the lines of the California State company to President Lincoln, assuring him of California's loyalty to the Union in the Civil War. The telegraph company moved to new quarters in 1853.

In 1854, Sacramento secured the title of State Capital after successfully luring the State Legislature to the city with its newly-completed courthouse. Other state offices such as the Supreme Court and State Library had to find office space throughout the business district. The Supreme Court re-located to Sacramento in 1855 and moved into the B.F. Hastings Building and the State Library soon followed. Both left about 1869 for chambers in the newly completed State Capitol.

The B.F. Hastings Building also housed the Sacramento Valley Railroad office of Theodore Judah, the engineer behind the Sacramento Valley Railroad, the CPRR. The railroad offices departed in early 1855 to make room for the Supreme Court.

The B.F. Hastings Bank occupied the corner space on the ground floor, today occupied by the Wells Fargo Museum, from 1853 until Hastings bankruptcy in 1871. He was a wealthy, powerful Sacramento tenant and business owner who held a lot of sway with the Board of Trustees. In fact, when property owners on his block petitioned the Board of Trustees to allow street improvements to begin in 1863, Hastings' lone objection was enough to shut the project down for a time. It was not until 1865, when Hastings was prepared to put his support and money behind the project, that his block, all the way down to the Union Hotel, was raised. Joel Johnson raised the B.F. Hastings building using jack screws. The basement level of the structure, its one-

time, original level, has been reinforced for structural safety. The B.F. Hastings Building was the second element of OSSHP to open to the public in 1976.

Historic Reconstructions

Central Pacific Railroad Passenger Station

Located on the west side of Front Street, extending north from J Street for about half a block, the CPRR Passenger Station in OSSHP is a historical reconstruction of the original station that served the Central Pacific at that location between 1868 and 1879. It was a Bicentennial Project, completed in early 1976 as the first element of the new CSRM, and the target reconstruction date was as the station appeared in 1876.

The first Central Pacific Depot in Sacramento was a small structure built in 1864, located near the 1868 structure, and perhaps incorporated into it. Construction began in 1867 on the larger structure, which included a train shed attached to the depot facilities. It was completed in 1868, but periodically underwent continued modifications as additional facilities were included in it.

In operation it appears to have only contained two tracks inside the train shed; the western one stub ending at the south end of the shed; and the eastern one running through, exiting the south end of the station and traveling along the edge of Front Street on the east side (street side) of the CPRR Freight Depot before curving back to the mainline south of the Steam Navigation shed. A third track east of the through track appears to have stub ended adjacent to the added covering on the north end of the station. As reconstructed the station has three tracks running its full length, and stub ending at the south end of the depot.

In 1878, the railroad initiated plans for a new mainline to reach Oakland, including a train ferry ride across the Carquinez Straits. A new and much larger passenger station in a different location, lined to serve the railroad bridge across the Sacramento River, was placed in operation in 1879. In early 1880, the 1868 station was torn down (along with the CPRR Freight Depot, see below), and a new much larger freight station was constructed on the site. This freight station burned in 1972. The site of the 1880 freight depot was cleared, with the northern half becoming the site for the reconstructed 1868 CPRR Passenger Station, and the southern portion initially becoming a parking lot, and later the site for the reconstructed CPRR Freight Depot (see below).

Central Pacific Railroad Freight Depot

Located on the west side of Front Street between J and K Streets, the southern part of the CPRR Freight Depot was constructed in 1864. A narrower extension to the north was added later, probably in 1868 when the larger passenger station was built (see above). After 1868, the mainline passenger track extended along the edge of Front street, running between the street and the freight depot.

As related above, the 1864/68 CPRR Freight Depot was torn down in 1880 and replaced with a new, much larger structure. The newer structure burned in 1972.

In 1986, the CPRR Freight Depot, as it stood between 1868 and 1880, was reconstructed by State Parks, and became the center of the operation of the Museum's Sacramento Southern excursion railroad operation. In 1996-1997, the Freight Depot was modified by the addition of the Old Sacramento Public Market, which significantly changed its historic architecture. State Parks intends to return the building to its historic 1868-1880 appearance.

Tehama Building

Located at the northwest corner of Front and J Streets—the Tehama Block, constructed by S.C. Bruce in the summer, of 1851, of brick, occupied the site of the 1849 frame building of S. Taylor and Company. The Tehama Block was among the brick structures which survived the fire of 1852. Two-stories, it measured 40 by 80 feet. Occupied on Front Street, in 1852, by Hall & Brown, it was also the headquarters of Page-Bacon & Company beginning September 1851. During that time it also housed district and county courts and various county offices. J.C. Carolan and Company, hardware merchants, succeeded Page-Bacon & Co. at 1 to 3 J Street from 1853 to 1870. F.F. Washington, attorney, also had his office there in 1856. A brick extension was added to the north side of the building about 1858.

East of Carolan, in 1856, on one of the 1849 sites of the Round Tent was the firm of Shaw and Jones, wholesale merchants, at 5-7 J Street. This was also occupied during the late 1860s by the hotel of Lorinda Washburn. In 1871, Maharry and Whitten's Central Pacific Railway saloon was located at 7 J Street.

The Tehama block was demolished in the 1960s and the 1849 wood structure rebuilt by State Parks in 1990.

Eagle Theater

The Eagle Theatre, a temporary canvas and board structure, and the first structure in California to actually be built as a theater, was completed early in September 1849 by Hubbard, Brown and Co. Its first performance on September 15 presented the Stockton Minstrels. Regular theatricals, under the management of C.B. Price, began on October 18 with the "*Bandit Chief*" and "*Love in Humble Life*."

The Eagle closed for a brief period early in November, apparently because of financial difficulties which resulted in lawsuits. The playhouse reopened shortly thereafter with the play "*The Tragedy of Douglas*" under the direction of James Atwater. The theater closed permanently on January 4, 1850, as a result of the floods of that date. Atwater moved his company to San Francisco, but returned to Sacramento in March 1850 to establish a theater on the east side of Second Street between I and J Streets.

Various accounts and illustrations depict the Eagle Theater. Cooper's lithograph of 1849 portrays it as facing Front Street with its Round Tent annex on J Street. The 1849 lithograph by McIlvain shows it at the same location but with the tent on Front Street beside the theater. The January 1850 Flood lithograph of the city indicates that the Eagle Theater was on Front Street at the time of the flood and that the tent served as a foyer is located on front at the entrance to the theater.

The *Sacramento City Directory of 1856* describes the Eagle as having been 30 by 65 feet with a roof covered with sheet iron and tin, sides of canvas, and a stage 16 feet in depth. This matches with the 1850 flood lithograph and positions the Round Tent—used as the entrance, saloon and place of gambling—to be an estimated 30 by 20 feet, and the theater are 35 by 45 feet. Reconstructed in 1974 as the first element of OSSHP, it opened with a performance on March 14, 1974.

Connecticut Mining & Trading Company / McDowell Building

Adjacent and to the north of the Eagle Theatre were two frame and canvas structures occupied by McDowell and Co. in 1849. The firm at first operated under the name Crowell and McDowell, but by May 1850, it had become Crowell, Dudley and McDowell. The property was the south portion of Lot No. 3, owned by W.D.M. Howard. Space was also leased to several tenants, including the Connecticut Mining & Trading (CM&T) Co.

The construction and dimensions of the two structures can only be estimated as they are depicted differently in the McUlvaine, Cooper and 1850 flood lithographs. However, the 1850 lithograph appears to be the most accurate. Using this as a reference, the north structure appeared to be about 15 by 30 feet and the south one 15 by 55 feet. These structures burned in the fire of November 2-3, 1852, and subsequently were replaced in the mid-1850s by a brick building ultimately owned by the Baker and Hamilton Company. The 1849 structure was reconstructed by State Parks in 1983.

Archaeological Resources

Central Pacific Trestle in CSRM parking lot

In October 2008, portions of an early Central Pacific trestle came to light in the back parking lot of the CSRM during a grading project. Overlaying historic maps showed that the trestle was on the original alignment of the Central Pacific mainline that was extended through Sutter Lake in 1866. Other similar trestle remains have been observed at several other locations along that mainline route, specifically at the site of the 7th Street undercrossing of the Union Pacific Railroad, and in the excavations of the remediation of toxics by Thomas Enterprises that cut

into the old mainline northwest of the Boiler Shop in the old Southern Pacific Shops complex. An archaeological report was prepared on the 7th Street excavations.[60]

A common method for railroads historically to build raised grades and levees is to first build a trestle, and then fill the trestle with dirt dumped from railroad cars. It appears that all the above trestle features date from the 1866 construction of the Central Pacific mainline through a portion of Sutter Lake.

Footings and sites in 1849 Scene

There were a number of preliminary archaeological studies completed by the State Parks, relating to the half block area bounded by Front, I, and J Streets, and Commonwealth Alley. This area has been commonly referred to as the 1849 Scene, because in the original development plans for this area, it was intended to be reconstructed to represent the structures that stood there in the period between 1848 and the fire of 1852.

At the time of development in the 1970s, the existing buildings were removed (mostly leaving their cellars and cellar walls), and the whole area was covered with fill dirt to "preserve" what archaeological remains were on the site.

D.2.2 CENTRAL PACIFIC/SOUTHERN PACIFIC SHOPS – RAILROAD TECHNOLOGY MUSEUM

Historic Structures

Erecting & Machine Shop

The Erecting and Machine Shop contains the oldest standing structure remaining in the Southern Pacific Sacramento Shops Complex (Central Shops Historic District). The initial portion was one of the first permanent structures built by the CPRR on the Central Shops site, and was completed in early 1869, before the completion of the Pacific Railroad and driving of the Golden Spike at Promontory, Utah on May 10, 1869. The Erecting & Machine Shop served as the primary location for Central Pacific heavy rebuilding, and new construction, so locomotives, initially for the Central Pacific and later for the Southern Pacific Railroad. It remained the primary heavy rebuild shop from 1869 until 1992, undoubtedly a record for continuous use of a building in such a function on any railroad in the US. The building itself was extended about 1873, and again in 1888; while in 1905, an entire new addition was "glued" onto its west face to provide a larger erecting hall. The building has changed very little since 1905. Since 2000, the CSRM has used the building for storage of railroad equipment and parts. It is intended that this building will become the location for the more formal exhibit area of the RTM.

[60] Tremaine, Kim, and Wendy J Nelson: *final Report of Archaeological Testing and Monitoring for the City of Sacramento's 7th Street Extension Project, Sacramento, California*. Prepared for Department of Public Works, City of Sacramento. Sacramento: Tremaine & Associates, Inc., February 2006, particularly pp 35-37, 47-48.

Boiler Shop

The Boiler Shop (technically the 2nd Boiler Shop) was built in 1888, and was the site not only of major boiler construction and repair, but also for tender and steel locomotive cab construction. It underwent a major modification, around 1916, when the entire center portion was ripped out and a new structure constructed in its place, including an overhead crane. With the end of steam locomotive work, the building was repurposed for diesel locomotives as a Locomotive Truck Shop and a Fabrication Shop. A large Whiting Drop Table was added onto a single stall extension at the north end of the Boiler Shop in the 1970s. The last railroad operations moved out of the building in 1999, and the CSRM moved its Restoration Shop there in 2000. As part of the RTM it will continue as the Restoration Shop, with the addition of visitor access.

Turntable

The original turntable in this location, a 55-foot Sellers cast Irion turntable, was installed as part of the Roundhouse construction in 1868. It was replaced with a 75-foot steel girder turntable in 1895. The current 100-foot turntable, nearly twice the length of the original, was installed in 1943. It will be operable as part of the RTM.

Transfer Table – In Ground Portion

The original Transfer Table was installed in 1888, running between the Erecting & Machine Shop and the 2nd Boiler Shop, and partly covering the site of the 1st Boiler Shop. The current Transfer Table was installed about 1905, built to an innovative patented design that eliminated the deep pit that characterizes most Transfer Tables. This facilitated foot traffic between the Erecting & Machine Shop and the Boiler Shop. The table was extended during the 2nd World War to its current 70-foot length. In 1992, after the heavy locomotive repairs were moved out of the Erecting & Machine shop, the old Transfer Table structure was cut up for scrap in 1995, but the in-ground portions remained in place. These have been renovated by the CSRM for the new reconstructed Transfer Table (see below).

Historic Reconstructions

Railroad History Museum Transfer Table – Moving Portion

Between 2001 and 2003, the CSRM built a new transfer table structure for installation in the historic track structure (see above). The design of the new structure followed the lines of the historic scrapped structure. The new Transfer Table was installed and dedicated on May 28, 2003, and has been in operation since then.

Archaeological Resources

Footings for Roundhouse

The footings for the southwest corner of the Roundhouse are visible just north of the Boiler shop. The roundhouse, constructed in 1868, was torn down in 1959.

Footings for Other Structures

Other footings of building are visible west of the Boiler Shop. These are for buildings constructed in the 1920s and in the 1960s. Older footings are likely underground.

Historic Structures

Sacramento Southern Railroad–Old Sacramento to Hood

The railroad right-of-way, owned by California State Parks, and managed by the CSRM, runs from a connection with the Union Pacific Railroad near OSSHP, south to the small riverside town of Hood, a distance of over 16 miles (this includes approximately 4 miles currently owned by Regional Transit, which separates the northern and southern properties owned by Parks). From milepost (MP) 0.0 to MP 3.0, the road parallels the Sacramento River. From this point it passes into a heavily residential area for approximately 4.5 miles (this includes the Regional Transit portion), to the town of Freeport at MP 8.5, where it again joins the Sacramento River, and parallels it to MP 10.1. From this point, it heads inland on secondary levees to Hood-Franklin Road, MP 15.5, and crosses to Hood Junction, and then on into Hood.

At present the Sacramento Southern Railroad excursion train operates on the northern three miles of track, to Baths, where the track leaves the Sacramento River. For the first 1.3 miles, the line passes through developed properties which include restaurants, shops and a hotel. The line then moves through developed parkland, which includes a bicycle and pedestrian path, river viewing points, benches and landscaped areas. South of this area, the line enters an area of gasoline tank farms. At MP 2.1 the line again reaches the Sacramento River on the West, but on the East parallels Interstate 5, until Baths, at MP 3.0, the terminus of the excursion train run.

From this point, the railroad passes through developed residential areas until it crosses Meadowview Road. At MP 8.5, the delta town of Freeport and the Sacramento River are reached. It is at this point that interpretive possibilities begin to present themselves. The orchards and other agricultural lands permit the explanation of the importance of agriculture to the Delta region, and the reason that the Walnut Grove branch line, which is the line of the Sacramento Southern Railroad, was established.

At Cliff's Marina, MP 10.1, and for the next five and one-half miles the line passes through stands of native vegetation, rich in wildlife. The Beach Lakes, and further South, the Stone Lakes wildlife refuges preserve natural areas close to a major city, permitting the citizens of Sacramento the chance to experience nature with little effort. The railroad, which runs alongside the refuges, offers the best option for viewing the natural world preserved here.

D.3 HISTORIC LANDSCAPE AND CULTURAL LANDSCAPE FEATURES

Sacramento is located in the northern portion of the vast Central Valley that runs 450 miles through the heart of the Golden State. The valley was one part of the ocean floor, and in its prehistoric period, four great mountain ranges emerged—the Sierra Nevada to the east, the Klamath and the Cascades to the north, and the Costal range to the west. These mountains surrounded a huge depression into which they poured waters, sand, gravel, and other sediment. Eventually, this "inland sea" receded, some believe by bursting through the Coastal Range at Carquinez, leaving behind a valley containing volcanic rock and alluvial fans, the latter from the washed rock of the Coastal Range, but the valley's key characteristic is its flatness.

> "*The physical geography of the valley has been a continuous factor in valley history. Transportation, settlement, irrigation, reclamation, floods and agriculture have all reflected this physical environment, especially the presence of the rivers*."
>
> -Historian Joseph McGowen

The Sacramento River begins on the southern slopes of the Klamath and provides the central waterway for the valley. Into it, flow tributary streams fed from snow-capped mountains to the east. To the south, the waters of the Cosumnes and American Rivers also run into the Sacramento. Dozens of smaller streams with names like Antelope, Deer, Mill, and Butte enter the Sacramento as well. These waterways bring a rich diversity of soils and dump them on the ground in alluvial fans, providing the basis for the rich agriculture of the valley, an important ingredient in Sacramento's economic stability.

The City of Sacramento's destiny is shaped by its strategic location at the confluence of the Sacramento and American Rivers. Because of its location, in 1849, it became the "Gateway to the Gold Fields" as a convenient drop-off point for miners and a place where they returned for supplies and recreation. Later, agricultural riches of the valley were "mined" and processed by enterprising Sacramentans. Venture capitalists underwrote these endeavors and evolving transportation systems conveyed them to markets all over the nation and the world.

Sacramento is most widely known for the flatness of its landscape. The city can be oppressively hot during the summer but, thanks to the oceanic breezes that come up through the Sacramento Delta, often pleasantly cool enough in the evenings. Winters are often damp and rainy with daytime temperatures hovering in the 50s and 60s, while nights sometime plunge to the 40s and 30s. Snow and Freezing rain are unusual, but on rare occasions Sacramento has been blanketed in winter white. Precipitation varies from year to year. Some years, the rains barely soak the soil. Other years, the heavens open in such a deluge that fears of flooding is real.

Archaeologists describe the valley's prehistory as a place inhabited by ancient prehistoric creatures: mastodons, horses, camels, ferocious saber-toothed tigers, huge bears, and fearless

wolves. Flocks of waterfowl filled the skies. Fish, like sturgeon and salmon were found in abundance while large herds of elk, deer, and antelope roamed at will. Giant oaks, sycamores, cottonwoods, willows, and ash once grew in abundance, tulles choked the riverbanks, and open patches of heavy grass flourished in flat areas. The mountains surrounding the valley meant that it was isolated from the rest of the world. Indeed, because it was so remote, population grew slowly in Sacramento and in California's interior in general for many years.

Artifacts Original to the Site

The most significant and important artifacts original to the site are the original buildings that are still standing, as detailed above. In the numerous archaeological studies that have been conducted in Old Sacramento, and more specifically on State Parks property, there have been many small artifacts discovered and preserved. These are detailed in the various reports completed on the different studies. The Park has also acquired various artifacts that have association with the sites, notably including the very first Central Pacific locomotive which arrived on the waterfront in 1863, and a locomotive actually constructed in the Central Pacific Erecting Shop in 1882.

Collections

The extent to which individual units within OSSHP actively acquire, exhibit, store, and conduct related activities (cataloging, loans, transfers, etc.) varies. Units with a high level of collections management responsibility are:

- CSRM Railroad History Museum
- CSRM Historic Southern Pacific Shops Complex
- Big Four Building
- B.F. Hastings Building

The following units have a lesser degree of collections management responsibilities:

- CSRM CPRR Passenger Station
- Eagle Theatre

California State Railroad Museum, Railroad History Museum

The CSRM has the largest collection, in terms of the number of annual acquisitions, the quantity of material received and processed according to professional standards, as well as the amount of state resources (designated funding, staff, and space) allocated for collections management. In fact, collecting is specifically and prominently referred to in the Museum's mission statement: "The mission of the CSRM is to collect, preserve, study, exhibit, and interpret selected aspects of railroads and railroading, with an emphasis on California and the West, for the education, enjoyment and entertainment of the widest possible audience" (approved January 1997).

The nucleus of the Museum's collection dates from 1969, when William Penn Mott, Jr., then Director of State Parks, accepted donation of fifteen steam locomotives and cars from the Pacific Coast Chapter of the Railway and Locomotive Historical Society. On July 8, 1937, a group of dedicated historians from the San Francisco Bay Area had formed a chapter of this national organization established in 1921. The Chapter focused its interests on preserving the historical locomotives and cars still extant in the West. Its first acquisition was the 1875 Baldwin Locomotive Works woodburner Virginia and Truckee No. 21, J.W. Bowker. Over the next three decades, the Chapter acquired more than three dozen vintage locomotives and cars. In addition to saving this equipment from vandals and scrappers, the Chapter sought to exhibit and interpret the collection to the public. Original plans called for a museum in San Francisco, but when this endeavor proved unsuccessful, a group of Sacramentans stepped forward with the idea of establishing the museum in the capital city. Negotiations with the Department of Parks and Recreation, in the late 1960s, resulted in a decision to locate the museum in OSSHP. Other key participants who contributed to the success of the project were the Sacramento Historic Landmarks Commission, the Sacramento Redevelopment Agency and the Sacramento Trust for Historic Preservation.

In 1970, the Sacramento Trust and the Chapter held a dinner on board the *Gold Coast* (now on permanent exhibit at the Railroad History Museum) to host Governor and Mrs. Ronald Reagan. The car, once owned by famed authors Lucius Beebe and Charles Clegg, was parked on a siding near the site of the proposed museum. Governor Reagan expressed his support of the project and a short time later put his words into action by signing a bill authorizing establishment of a railroad museum in Old Sacramento.

The Sacramento Trust continued to be actively involved the museum project. In 1972 the Trust published its recommendations for planning and development of the CSRM. This document clearly defined the goals and purpose of the museum: "to interpret for the public and historian alike in a way different from most other railroad museums the railroad as it affected the westward movement and the development of California." The museum would achieve this goal with "well-organized imaginative and creative arrangements of well-interpreted three-dimensional display of railroad artifacts, documents and memorabilia." Collections were key to the museum's success. A thoughtfully assembled collection would contribute to the development of exhibits and interpretive programs as well as support the research needs of staff and public.

A modest legislative, appropriated the next year, supported the preparation of a master plan that called for a complex of reconstructed buildings and new facilities in Old Sacramento. In these, would be housed a railroad history museum, a railroad technology museum, a research library, exhibit galleries, house museum spaces, meeting facilities, and much more. The museum's 1973 "Master Plan" also supported the acquisition of collections to support interpretive themes.

A State Parks bond act, approved by the voters in 1974, provided the initial financing. The first phase was the reconstruction of the 1867 CPRR Passenger Station on Front Street. Undertaken

as an American Revolution Bicentennial project, the building opened on July 4, 1976 (dedicated September 25, 1976) as a house museum facility, depicting Sacramento's first formal train station as it appeared in 1876.

Planning for the RHM started late in 1976. Ground was broken for the museum on April 21, 1978. By early 1980, the building had taken on the form we recognize today. One of the most remarkable aspects of the project involved the restoration of 21 pieces of full-size railroad equipment for exhibition. This program, the most extensive activity of its type ever undertaken, began in earnest in February 1977 and continued through June 1981, financed largely by Federal grants. The first of the restored pieces-a three-car narrow gauge freight train-was installed above the roundhouse at the end of August 1980.

Running parallel to the restoration efforts was an equally focused program to acquire small three-dimensional artifacts and documents to support the development of exhibits in the near term and the creation of permanent study collection for the long term. Although the Department's statewide collections included a few pieces related to California's railroad history (locks, tools, photographs, locomotive and passenger car accessories, etc.), there were most certainly not enough to populate an entire museum.

Nor were the few artifacts located on site (such as pieces of rail, spikes, china shards, bottles) from archeological excavations or amateur finds, of sufficient number or fine enough condition for display. Building the museum's collection began in earnest. With an emphasis on California and the West, the museum began to collect artifacts which supported the primary interpretive themes established in the master plan, interpretive prospectus and other planning documents:

- Sacramento Valley Railroad
- Theodore D. Judah
- The Big Four
- The Transcontinental Railroad
- The People who Built the Railroad
- The Golden Age of Railroading
- Railroads and the West
- Railroad Architecture
- Railroad Building Feats and Technology
- Railroads and Land
- Railroads and Politics
- Railroad Gauges
- People and the Railroads
- Railroad Labor
- Railroads and Unions
- Railroads and Agriculture
- The Passenger Car
- Passenger Travel
- Name Passenger Trains
- Business and Private Cars
- The Freight Car
- Railroad Freight
- Railroads and Industry
- Railroads and Lumbering
- Railroads and Folklore
- Railroads and the Circus
- Railroads and Hollywood
- The Hobo
- Railroads and War
- Railroad Navies
- Standard Time
- The Roundhouse and Shops
- Dinner in the Diner
- Railway Mail
- The Sleeping Car
- How a Steam locomotive Operates
- The Diesel Locomotive
- Railroad Myth and Symbol

- Toy Trains and Scale Modeling
- The Railroads in Sacramento
- Railroads of California and the West
- Locomotives: Size and Power
- Cars
- Carrying Capacity
- Railroad Systems and Technology
- Alternate Railway Technologies
- Restoration and Preservation

Thousands of brochures were distributed to encourage railroadian collectors to donate artifacts and documents to the new CSRM. In addition, $225,000 was appropriated from State Parks Bonds funds to purchase specific artifacts. In 1977, the State of California leased two collections storage facilities in an industrial park in West Sacramento, about four miles from Old Sacramento. One is still in use today; the other was occupied until the mid-1990s; then, moved to the current site which is only a few doors down from 1970s location. These facilities were used for the storage of collections. Up to six employees were assigned to process and catalog incoming collections, ranging in size from a single artifact to hundreds of boxes comprising the private collections of noted railroad enthusiasts. One facility was also used to house full-size equipment either pending restoration, or fully-restored and awaiting transfer to the Railroad History Museum.

On May 2, 1981, the RHM, a 100,000- square foot building featuring multi-media presentations, two theaters, twenty-one meticulously restored locomotives and cars, and more than forty interpretive exhibits, opened amid the celebrations of Railfair Sacramento 1981.

Refining the collection continues to this day. Staff is guided by the “Scope of Collections Statement” (approved 1998), which classifies the Museum’s three principal collecting areas: (1) documentary collections, (2) three-dimensional artifact collections and (3) full-size locomotives and car collections and details the types of materials within each area.

The focus of the documentary collections, managed by the CSRM Library, is the history of railroads and railroading in California and the adjacent states from the 1850s to the present. Collections cover selected railroad topics throughout North America, including Canada, Mexico and Central America. Emphasis is on acquiring materials relating to the social, economic, political, cultural, technological, and environmental impact that the industry has had and continues to have on the region.

The small three-dimensional artifact collection consists of objects from railroads, railroading, railroad history and technology, from circa 1830 to the present, with an emphasis on California and the West. These artifacts have been evaluated by the Smithsonian Institution’s former Curator of Transportation, John H. White, Jr., as the largest and finest publicly held collection of three dimensional railroad objects in North America. The 2001 donation of the Thomas W. Sefton Collection has given the Museum the pre-eminent publicly-held collections of toy trains and Buddy “L” toys extant in North America.

While detailed information about the Museum’s collection is available in various formats (accession records, catalog records, photographs, etc.), listing the primary categories of small

three-dimensional artifacts and documentary materials that form the CSRM's permanent collection provides some idea of its considerable breadth and depth.

Three-Dimensional Artifacts

- Advertising souvenirs
- Architectural elements
- Artwork (paintings, prints, sculpture)
- Badges and emblem pins
- Baggage and brass checks
- Brotherhood and union items
- Builder's plates
- Buttons and pins
- Cans, torches and metalware
- China
- Clocks and watches
- Gauges
- Desk ornaments and accessories
- Glassware
- Hats and cap badges
- Headlights
- Horns and whistles
- Lanterns and lamps
- Linens (bed and table)
- Locks and keys
- Locomotive appliances
- Luggage stickers and decals
- Medallions, medals and tokens
- Oilers, torches and tallow pots
- Paper napkins and placemats
- Patent models
- Patterns
- Playing cards
- Punches
- Rail samples
- Rolling stock accessories
- Scale models
- Signals
- Signs
- Silver flatware and hollowware
- Smoking accessories
- Souvenir items
- Stamps and validators
- Telephones and telegraphic equipment
- Tools, shop and track
- Toy trains
- Toys and games
- Track materials
- Uniforms
- Watches and clocks
- Wax sealers

Documentary Collections

- Annual reports
- Architectural drawings
- Blotters
- Books
- Brotherhood and union publications
- Business cards
- Calendars
- Corporate business records
- Engineering drawings
- Forms
- Government documents
- Magazines
- Manuscripts
- Maps
- Membership cards
- Menus
- Motion picture films
- Paintings, graphic arts and other artwork
- Passes
- Patents
- Personal papers and correspondence
- Photographic prints and negatives
- Postcards
- Posters
- Railfan club publications
- Railroad association publications
- Rule books
- Sheet music
- Sound recordings
- Stationery
- Stocks and bonds
- Surveyor's notebooks
- Tariffs
- Tickets
- Timetables
- Tourist guides and travel brochures
- Trade catalogs
- Videocassettes and DVDs

The third major collecting area of the Museum is the full-size historic railroad equipment collection, consisting of 82 locomotives and cars dating from 1862 to 1979. Many of the museum's locomotives and cars are the sole surviving and/or best examples in North America. The collection includes 20 steam locomotives dating from 1862 to 1944, including eight built before 1885, and 14 internal combustion locomotives dating from 1928 to 1979. 18 passenger cars span the period from 1874 to 1962. 27 freight and 30 maintenance-of-way cars and cabooses date from 1891 to 1977 and include box, flat and tank cars, cranes, scale test cars, tool and outfit cars, flangers, a dynamometer, snow plows, track geometry cars, and even a Ford Model A fire truck on railroad wheels.

Today it is no longer necessary to advertise to attract donations. Since 1981, the CSRM has accessioned over 2,600 donations, ranging in size from a folder of cherished family photographs to hundreds of cartons. The museum's fine reputation ensures that collectors of railroad artifacts and documents, as well as the corporate entities and institutions, associated with all aspects of railroad history (railroads, manufacturers, unions, as well as railfan clubs and industry associations) consider the CSRM the appropriate repository for the long-term preservation of historic collections. The museum has received the gift of significant railroad collections from the Bancroft Library, the Smithsonian Institution, Southern Pacific, Western Pacific, Union Pacific, and the Atchison, Topeka and Santa Fe railroads. Many railroaders and

private collectors have made generous donations. The museum also purchases materials with funds provided by the CSRM Foundation.

CSRM: Historic Southern Pacific Sacramento Shops Complex

Located adjacent to downtown Sacramento, the Southern Pacific Sacramento Shops complex is one of North America's most important industrial heritage sites. Proposed on this site, is the Railroad Technology Museum, a major expansion of the CSRM. In late 1999, the museum secured a lease from the Union Pacific Railroad on the complex's two main structures, the Boiler Shop and the Erecting Shop. These cavernous structures date from the days when steam locomotives were built and repaired on site. Portions of the massive brick Erecting Shop are dated from 1869, when the building was constructed and operated by the Southern Pacific's predecessor company, the CPRR. As such, the Shops include the only surviving Central Pacific structures standing when America's first transcontinental railroad was completed.

Ongoing maintenance of the museum's operating steam and diesel locomotives takes place in the Boiler Shop, as do repairs and maintenance for the museum's coaches and converted freight cars. The necessary support systems for the museum's operating railroad, the Sacramento Southern - track materials, specialized machinery, and crossing signals – are built and maintained here as well. Restoration and conservation projects are also conducted in the Boiler Shop, attesting to the Shop's ability to provide skills and tooling for a variety of activities.

The adjacent Erecting Shop houses additional pieces from the museum's collection of historic railroad and cars. Stored outside for years, these historic items are a priority for restoration. Many will become exhibits within the RTM, to showcase over a century of technological development and innovation in the railroad industry.

Big Four Building

The Big Four Building is a reconstruction of two structures, the Huntington & Hopkins Company Hardware Store and the Stanford Hall. The original structure, actually three separate buildings with common walls, dates from the 1850's, and was located on the south side of K Street between Second and Third Streets. Collis P. Huntington and Mark Hopkins (two of the "Big Four" who built the CPRR, Leland Stanford and Charles Crocker being the other two) opened a hardware store in 1855 and continued in business at this site until 1891, when the company dissolved.

The Department, as part of the State of California's contribution to the revival of Old Sacramento, rebuilt the Big Four Building at its current location, 111 I Street adjacent to the Nathaniel Dingley Spice Mill. Ground-breaking ceremonies were held April 25, 1969; the building was completed in 1971. Although more than a million original bricks from the original K Street structure were used for the reconstruction, only a few of the nineteenth-century structural elements have survived: millwork on the front doors, some of the cast iron façade, a stair banister and a few interior columns. The exterior was designed to resemble its appearance between 1862 and 1873, when the CPRR offices occupied the second floor. Little specific

information about the interior of the building has survived. Collections are exhibited and stored and in several areas of the Big Four Building.

Big Four Building: Huntington, Hopkins & Company Hardware Store

The Hardware Store occupies the eastern section of the ground floor. The interior of the Hardware Store is typical of a mid-nineteenth century establishment, which sold tools, hardware, building supplies, kitchen implements, and other goods. Original artifacts and replicas are on display in open bins and in exhibit cases. A small selection of books and reproductions of nineteenth-century merchandise is available for sale.

The western section of the ground floor is the Stanford Gallery, a multi-use space and changing exhibit gallery.

Big Four Building: Second Floor and Basement

The second floor houses the administrative offices for the Capital District State Museums and Historic Parks, the CSRM, the CSRM Library, and a meeting room, a representation of the CPRR boardroom. Reproductions of period-appropriate furniture were purchased to furnish this room.

Selected items from the CSRM's permanent collection are displayed throughout the second floor. Artwork includes Sam Hyde Harris' painting of a Southern Pacific "Daylight" train steaming along the California in the hall, two oil portraits of Charles Crocker and his wife Mary, and several rare nineteenth-century lithographs of steam locomotives in the boardroom. Large-scale models of freight cars and ferryboats and two one-of-a-kind live steam locomotives dating from the late 1800s are popular with visitors to the Big Four Building.

The CSRM Library reading room and staff offices occupy the eastern section of the Big Four Building. The most heavily used documentary collections (photographs, books and periodicals, manuscript collections, ephemera) are housed in the public reading room or in closed stacks, which occupy two-thirds of the basement. The basement of the Dingley Spice Mill is connected and integral to the archival basement space of the Big Four Building. More extensive archival collections (primarily corporate records), as well as thousands of technical drawings, are stored in the West Sacramento collections management facilities.

Dingley Steam Coffee and Spice Mill

Like the B F. Hastings Building (below), the Dingley Spice Mill is original to the site. It was built in early 1859, replacing an earlier building destroyed by fire in December 1858. The Pacific Coast Chapter of the Railway & Locomotive Historical Society operated a gift shop and bookstore on the ground floor of this building from 1981 until March of 1995. While the space has been used as an information center during special events, it is currently closed to the public and used for storage by the Museum Store. Offices for the CSRM Foundation are on the second floor.

B. F. Hastings Building

Occupants of this building, erected in 1853, have included a bank, clothing merchants, Theodore Dehone Judah's (engineer for the Sacramento Valley and transcontinental railroads) office, telegraph companies, and the California Supreme Court. The B.F. Hastings Building also served as the western terminus of the Pony Express. The B. F. Hastings Building was officially dedicated as a unit of State Parks March 17, 1976, the first unit of OSSHP to open. An exhibit, focusing on various modes of communication in the West, from the Pony Express to the telegraph, occupied the ground floor. Today the Old Sacramento Visitors Center, managed by the Sacramento Convention & Visitors Bureau, shares the ground floor with an exhibit, installed in 2004. On display are 1860s stage coaches, as well as Andrew P. Hill's oil painting, "Crossing the Plains" and numerous artifacts, relating to settling the West and pioneer life.

The several rooms on the second floor were extensively refurbished to appear as they did from 1855 to 1869, when the State Supreme Court was in residence. Office spaces, once occupied by court justices, lawyers, and court clerks, contained furniture and artifacts of the period, from desks, quill pens, and ink bottles to multiple shelves of law books. Over time, water damage, from deteriorating roof and window frames, and other structural issues eventually forced the closure of the second floor. Most artifacts were removed in 1999. The second floor is vacant and devoid of artifacts, except for a few pieces of purchased antique furniture.

A portion of the B. F. Hastings Building, the ground floor corner area that historically was B.F. Hastings' bank, is leased by Wells Fargo Bank and contains a small museum, devoted to Wells Fargo history. A visitor center and historical exhibits and office space for the Capital District occupy the ground floor.

State Parks also maintains a small park opposite the Hastings Building, on the corner of Second and J Streets. To commemorate the contribution of the Pony Express to Sacramento history, on June 4, 1976, the Sophia Comstock Memorial Committee installed Thomas Holland's fifteen-foot high bronze statue of a Pony Express rider. Several National Historical Landmarks, California Historical Landmarks, and other plaques relating to the Pony Express and Old Sacramento, adorn a wall at the east side of the park.

Central Pacific Railroad Passenger Station

The Passenger Station is a reproduction of the CPRR station built in 1868 and used as the western terminus of the first transcontinental railroad. It served the line until 1879, when the Central Pacific built a new station, just south of the current shops area.

The year 1876 was selected as the interpretive date and the interior furnished as a house museum. In the absence of any historic "site-specific" artifacts, period-appropriate artifacts were purchased to furnish the depot. Historic pieces from other state parks, including Sacramento's Sutter's Fort collection of pioneer and Gold Rush items, were also transferred for exhibit in the Passenger Station. Within station offices, waiting and baggage rooms, furniture, trunks, clocks, railroad lanterns, office and waiting room accessories and framed maps and

broadsides set the scene. One area became a restaurant, the Silver Palace Eating Stand. Several pieces of nineteenth-century railroad equipment, including the J.W. Bowker steam locomotive, noted above, were positioned under the train shed to be readily accessible from the boarding platform.

The popular "Emigrant Train" grade school program uses the main waiting room for orientation. However, with a reduction in District staffing levels, the Passenger Station is generally closed to the public. Rooms have been converted to staff offices and the covered track has been allocated for storage of railroad equipment, used along the Museum's excursion railroad, the Sacramento Southern. The Passenger Station also serves as the boarding area for the popular Christmas event, the "Polar Express," which in 2012 is in its fifth season. To preserve the artifacts on display and for security reasons, most artifacts have been removed to collections storage, leaving only a few reproductions and purchased antiques as furnishings.

Eagle Theatre

The original Eagle Theatre, a wood frame and canvas structure, with a tin roof, provided entertainment to Sacramentans for a mere three months (September 1849 thru January 1850. Its reconstruction was completed in 1974. Although several lithographs and written accounts provide descriptions of how the theater's exterior underwent changes during its short existence, no interior description of the saloon, which was added to the front of the theater, sometime in September or early October of 1849, has been discovered. The current bar came from a Gold Rush saloon in Bear Valley (Mariposa County). It typifies bars of the time, with its turned columns and landscape panels. The back bar, at one time, displayed bottles and glassware, similar to those excavated at the site. The Eagle is open only a few hours each week, during which docents introduce a multi-media slide presentation on Sacramento history. Except for a few pieces of purchased antiques and a recently acquired vintage upright piano for use by visiting production companies, the Eagle lobby has been emptied of artifacts.

Other Park Facilities

The CPRR Freight Depot was reconstructed in 1986. Originally used as the passenger station, for the CSRM's excursion train, the Sacramento Southern, it was converted to a public market. Several of the units, once occupied by restaurants and food vendors (in 2012) are vacant. Plans are underway to return the Freight Depot to its original intent as an interpretive venue, focusing on the story of freight transportation and its impact on Sacramento and the West.

Except for a gold scale on loan to the concessionaire (Skalet Family Jewelers), located on the first floor of the Tehama Block, neither CM&T Building nor the Tehama Block, contain collections; nor are there any current plans to develop exhibits at these sites.

Access to Collections

Collections are used for exhibit and research, as well as interpretation and education. Approximately 10% of the museum's permanent collection is on display in CSRM's 100,000-square foot RHM. Permanent exhibits feature artifacts, selected to tell the story of the primary interpretive themes. 82 pieces from the Museum's collection of full-size locomotives and cars are on display within the RHM, under the train shed, adjacent to the CPRR Passenger Station and along the right of way of the Sacramento Southern Railroad. Rotating temporary exhibits provide opportunities for more of the CSRM's collections to be on public exhibit. Remote access to CSRM collections is available on its website (www.californiastaterailroadmuseum.org), which includes photographs of the RHM, its exhibits, short essays on various railroad history topics, and a detailed roster of the full-sized railroad equipment collection.

The primary point of public access to the CSRM's documentary collections is the CSRM Library, open to the public twenty hours, weekly. A librarian, archivist, and support staff handle approximately 5,000 reference requests each year. While each query is unique, popular research topics include family history, railroad station architecture, locomotive and rolling stock design, social and labor issues, and passenger travel. The Library's collection of over two million photographs is heavily used for on-site research and reproduced in print and media sources, worldwide.

The Library adds its published holdings to the Online Computer Library Center, an international bibliographic database available as "World Cat" at hundreds of public, university and special libraries worldwide. In 2001, the North American Railway Foundation funded the addition of selected Library catalogs to the CSRM website. Researchers can search for information about the Library's holdings of books and other published materials, archival and manuscript collections, engineering and architectural drawings, and selected photograph collections. In 2004, a grant from the L. J. Skaggs and Mary C. Skaggs Foundation funded scanning the Library's dining car menu collection for addition to the online catalog. With support from the Library Services & Technology Act (LSTA), between 2001 and 2003, the CSRM Library partnered with three Sacramento research institutions (California State Library, Center for Sacramento History and the Sacramento Public Library) to create Sacramento History Online (www.sacramentohistory.org) which features images and descriptions of more than 2,000 documents (photographs, pamphlets, posters, and other ephemera), relating to the history of transportation and agriculture in the Sacramento area.

Additional public access to CSRM collections comes through loans to other institutions or through special projects and events. In recent years, CSRM has loaned items to Sacramento's Sutter Club, the National Constitution Center (Philadelphia), the George Bush Presidential Museum (College Station, Texas), Stanford University, the Baltimore & Ohio Railroad Museum (Baltimore), the Nevada State Railroad Museum (Carson City), and the San Francisco Airport Museum. Full-sized railroad equipment has traveled to and operated at off-site California events in Reedley, Ione, and Niles Canyon.

Collections Care

In 2004, State Parks identified "Leadership in Cultural Resources" as one of nine strategic initiatives and stated that "State Parks must play a leadership role in managing historic and cultural properties within the State Parks system and throughout the state. Nearly all State Park properties include cultural resources-thousands of potentially significant buildings, structures, landscapes, archaeological sites, and collections." From its inception, the management and staff of OSSHP have been committed to professional care of its collections. Professional staff has always been part of the permanent staffing plan. Currently OSSHP's curatorial department is composed of a Director of Collections, a librarian, archivist, and three curators, one with a focus on history and technology, the other two on object care and preservation, a museum technician, a museum custodian, as well as seasonal support staff and a loyal cadre of volunteers. Chapter 2000 of the Department Operations Manual (DOM) defines the Department's museum collections management policies and procedures. The Department's two-volume Museum Collections Handbook gives more details regarding these policies and includes chapters on acquisitions, registration, cataloguing, condition reports, conservation and other core collections management functions. Staff also implements nationally recognized standards for all aspects of collections management, as defined by the American Association of Museums, the American Library Association, the Association for State and Local History, the Association of Railway Museums, and the Association of Railway Museums.

To identify needs and measure progress, the Department accumulates data from parks units to assess the degree to which cultural resources are protected, preserved, and made available to public. OSSHP units annually complete the Department's Museum Collections Facility Index (MCFI) report, which measures environmental conditions at facilities that house museum collections. State Parks' Cultural Stewardship and Artifact Conservation Programs and the National Endowment for the Humanities has funded assessments by professional conservators, who have provided recommendations for improvements in environmental conditions (light, temperature, and humidity), pest management, security, storage and housekeeping. Museum objects with specific conservation needs have been identified and treated.

Only a small portion of OSSHP's collections are on exhibit. The most heavily used portions of the CSRM's documentary collections, such as photographs, published materials, and ephemera are stored in the Big Four Building; the remaining documentary collections (both processed and unprocessed) are stored off-site with the object collections. The CSRM houses collections in three West Sacramento facilities sites, totaling nearly 30,000 square feet. Collections from the other OSSHP units (B.F. Hastings Building, Eagle Theatre, Huntington, Hopkins & Company Hardware Store) are housed in a single 5,000-square foot unit also located in West Sacramento.

In addition, CSRM occupies two historic buildings on the site of the former Southern Pacific Sacramento Shops complex. These structures serve not only as the site for the Museum's railroad equipment, maintenance, and restoration program, but will also provide display opportunities for a number of pieces of railroad equipment, as part of the RTM.

The CSRM's collections are extensive and diverse–in composition, size and current condition–factors which present many challenges to proper care. There are a number of problems with the existing facilities that argue for their replacement at the earliest possible opportunity. The current West Sacramento facilities are located within a FEMA-identified flood-hazard area. Storage space at all facilities is near capacity, limiting not only current uses, but also prohibiting any meaningful support for field units. Dedicated areas for conservation and processing are inadequate, in terms of size and functionality. The ability to provide public access to collections is limited. Moreover, environmental conditions are sub-standard and contribute to low MCFI-scores, year after year. The majority of the existing storage systems for objects and documents do not meet current professional museum standards for long-term protection.

Thus, as part of the Department's commitment to leadership in cultural resources, funds have been approved and the process has begun to select a site where all state collections can be consolidated into a single state-of-the–art facility. Those of the Capital District, of which OSSHP is part, together with statewide collections will be the primary tenants of a new facility scheduled for occupancy in 2012.

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APPENDIX E

2010 Visitor Survey for the California State Railroad Museum

(Available on CD Enclosed with the General Plan)

APPENDIX F

Train Emission Calculations

(Available on CD Enclosed with the General Plan)

APPENDIX G

Noise Prediction Model

(Available on CD Enclosed with the General Plan)