

CITY OF STOCKTON



Attachment A

SWENSON AND VAN BUSKIRK MUNICIPAL GOLF COURSE OPPORTUNITY STUDY

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Prepared by:

Michael Baker
INTERNATIONAL

Swenson and Van Buskirk Golf Courses: *Design Concepts and Opportunities*

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INTRODUCTION

This report has been prepared to assist City staff and decision makers in considering whether to pursue reuse plans for the City's Swenson and Van Buskirk golf courses, in order to determine the next course of action. The information and design concepts presented in this report are general in nature, and additional direction and outreach would be required should the City Council wish to pursue reuse programs for these two City-owned properties. This report is intended to assist decision-makers in understanding potential benefits and trade-offs associated with implementing reuse programs.

The Michael Baker International team prepared a constraints analysis, which addresses issues that could negatively impact potential development, and includes reports and permits that may be required prior to construction of either site. This full report is contained in Appendix A.

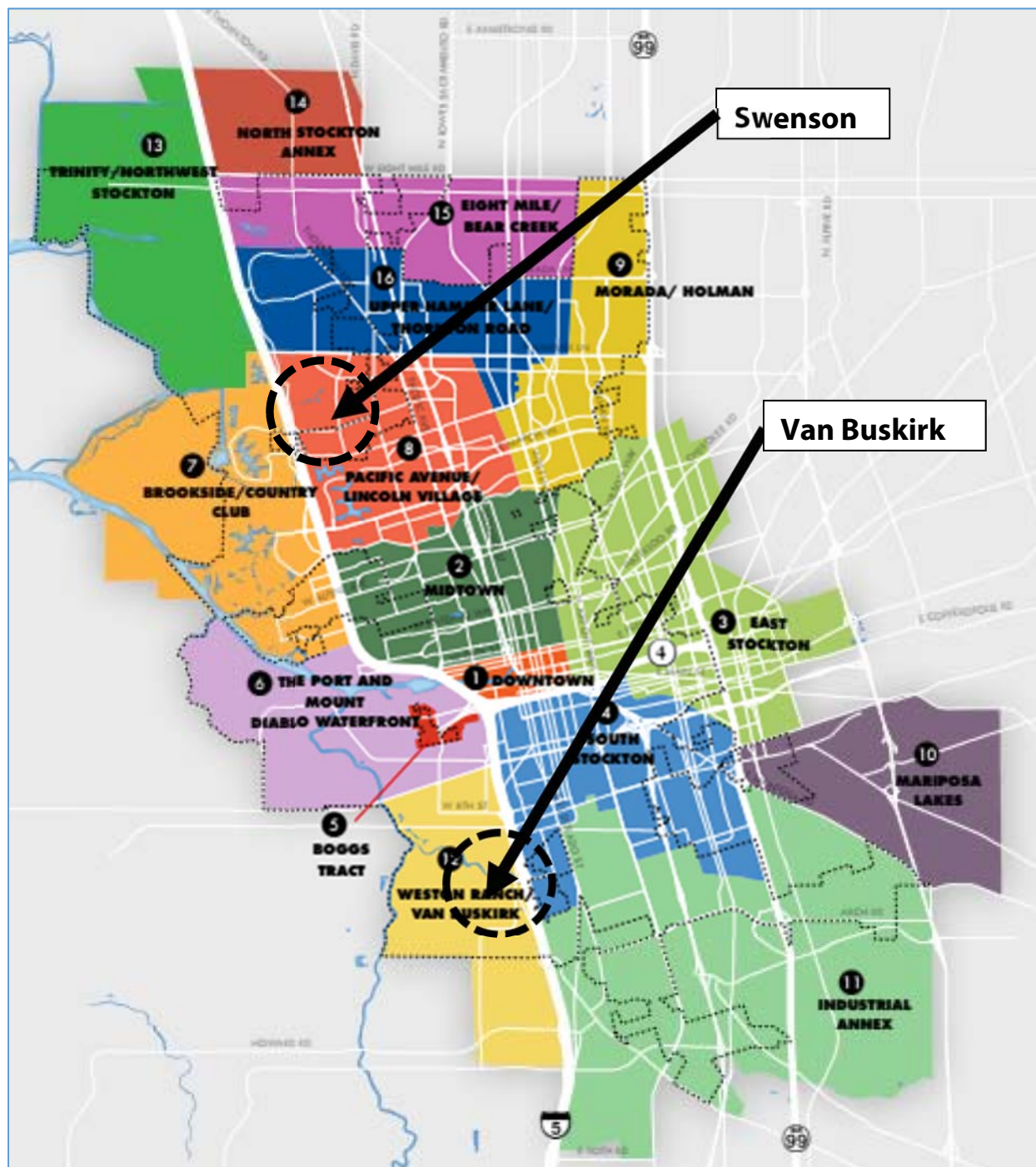
The team then used the constraints analysis to prepare the conceptual designs, which examine different development options for each golf course.

This report focuses on the following major components for each property:

- **Existing Conditions** – constraints report, existing regulatory plans, input from City staff, and a summary of an on-the-ground observation.
- **Design Concepts** – preliminary design concepts that illustrate a range of options to support revenue analysis and City Council discussions of potential uses.
- **Estimated Costs** – cursory analysis of the potential financial implications of implementing reuse programs.
- **Development Options and Opportunities** – a summary of considerations should the City Council wish to pursue reuse programs.

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Community Planning Areas Stockton 2040 General Plan

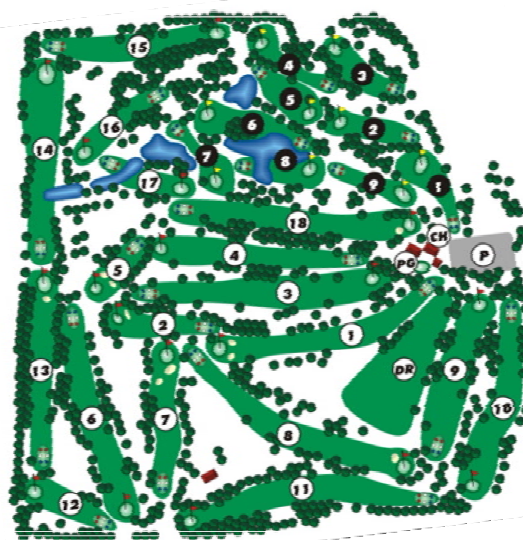


Swenson and Van Buskirk Golf Courses: *Design Concepts and Opportunities*

SWENSON GOLF COURSE

The Swenson Park Golf Course (SPGC) is owned by the City of Stockton and has operated since 1952 at the northwest intersection of Alexandria Place and West Benjamin Holt Drive, between Alexandria Place and California Interstate 5 (I-5). The 210-acre, 9-hole and 18-hole par-72 golf course is a traditional parkland-style course designed by Northern California golf course architect Jack Fleming. The golf course is open to the public and offers a variety of events for all ages.

Swenson Golf Course and Layout



Existing Conditions

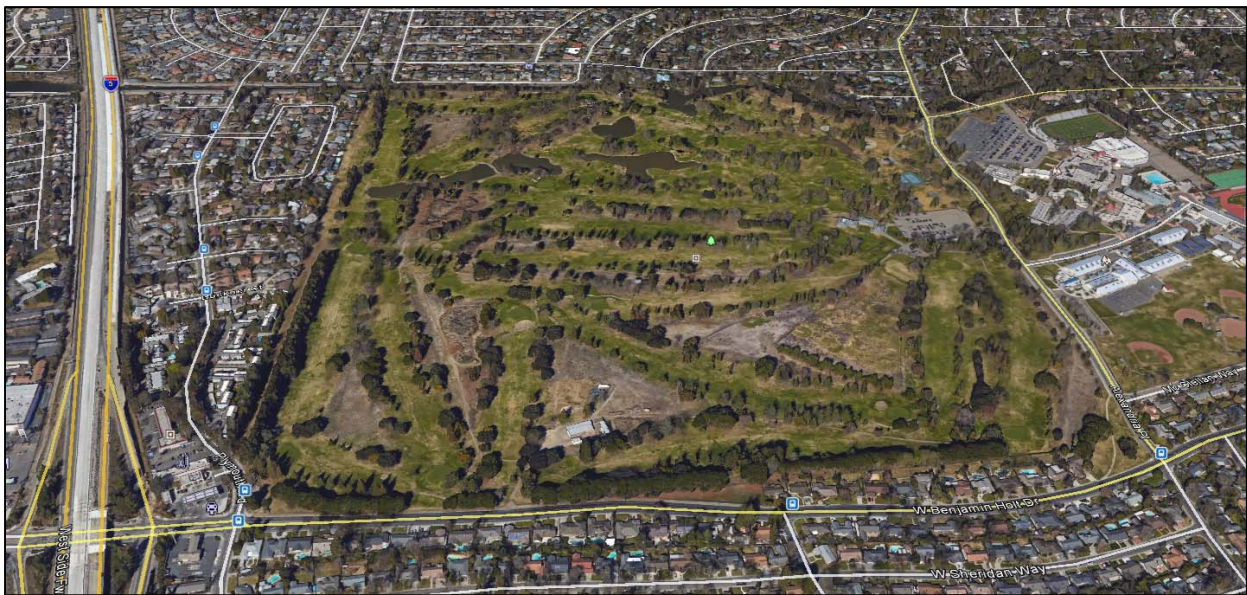
The SPGC is located in the Pacific Avenue/Lincoln Village planning area, which contains multiple commercial corridors surrounded by residential neighborhoods. Shopping center nodes include Hammer Ranch Center, Lincoln Village, Sherwood Mall Shopping Center, and the Weberstown Mall; the San Joaquin Delta College is also within the area. The following elements are found within the neighborhood:

- Pacific Avenue acts as the primary north-south bisector through the planning area and is located 1.3 miles from the SPGC. This corridor contains small and large retail establishments, such as retail centers, offices, and restaurants that front onto Pacific Avenue.
- San Joaquin Delta College is located 2.5 miles from the SPGC.

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- Vintage single-family and multifamily residential neighborhoods are primarily located west of Pacific Avenue and/or south of March Lane. Some are built around private lakes and open spaces. Others are located behind commercial uses along March Lane.
- The unincorporated island of Lincoln Village is located just south of the SPGC. An older mid-century neighborhood with small houses organized around curved rectilinear blocks, the village sits along Benjamin Holt Drive and east of Pacific Avenue.
- Compact residential development, which was constructed during different time periods, varying in street network pattern and parcelization.

Project Site and Surrounding Area



The current land uses and zoning include residential, recreational, and civic (school-parks) with minor commercial uses to the west and larger commercial centers along Hammer Lane and Pacific Avenue to the north and east.

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Land Uses

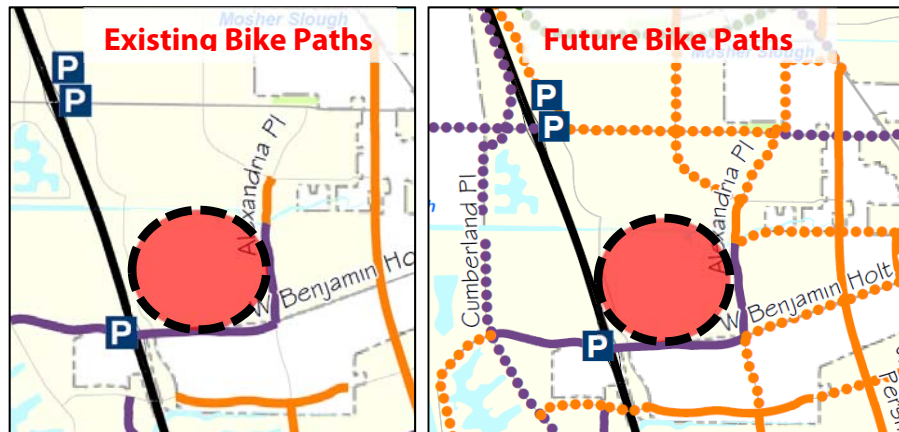


Low Density Residential (Yellow); Commercial (Red); Medium Density Residential (Violet); High Density Residential (Orange); Recreational (Dark Green); Open Space (Light Green)

Due to the site's proximity to surrounding commercial and residential uses, pedestrian pathways and bike lanes are proposed to connect the site to surrounding areas. While there are Class II and Class III bike lanes/routes planned for the area, there are no dedicated Class I paths within the nearby area.

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Transportation and Bike Options



LEGEND

Class I Bike Path	Future Class I Bike Path	ACE Station	Park
Class II Bike Lane	Future Class II Bike Lane	Amtrak Station	Plan Boundary
Class III Bike Route	Future Class III Bike Route	Park and Ride	City Limits



CLASS II BIKEWAY (BIKE LANE)

DESIGNATED STREET SPACE FOR BICYCLISTS, TYPICALLY ADJACENT TO THE OUTER VEHICLE TRAVEL LANES.

There are **36 miles** of bike lanes in Stockton.



CLASS III BIKEWAY (BIKE ROUTE)

MIXED-TRAFFIC CONDITIONS FOR BICYCLISTS USING SIGNAGE, STRIPING, AND/OR TRAFFIC CALMING TREATMENTS.

There are **35 miles** of bike routes in Stockton.

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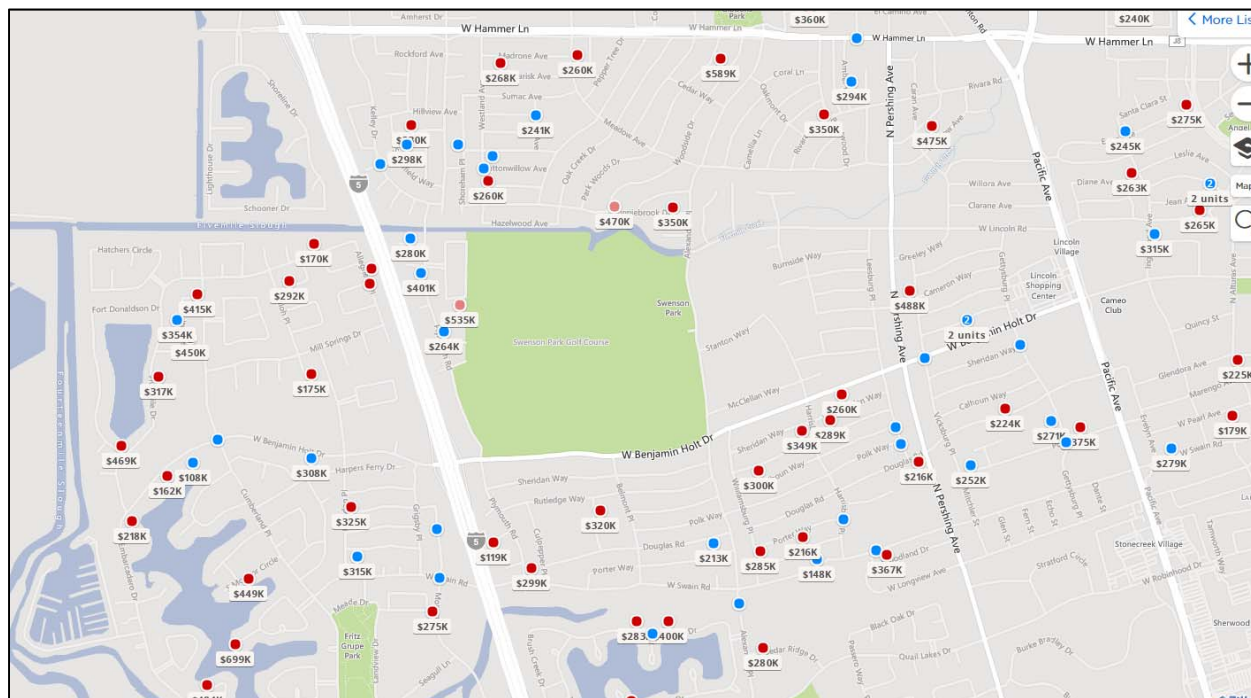
The golf course is operational and surrounded primarily by detached single-family residential housing to the north and south, with some medium-density housing and commercial uses to the west, and Lincoln High School and Sierra Middle School to the east along Alexandria Place. Homes in the surrounding area range in size from 1,100 square feet to 2,500 square feet; prices range from \$150,000 to \$450,000, with average pricing around \$275,000. The rental rates can range from \$800 to \$1,500 with an average price of around \$1,100. Surrounding neighborhoods are within walking distance to shops, schools, and transit along Hammer Lane and Pacific Avenue. These homes are in the Lincoln school district and receive their utilities from the City Municipal Utilities District (MUD).

According to City-data.com, mean housing prices in 2015 were \$245,306 (all unit average); \$251,347 for detached houses; \$229,952 for townhouses or other attached units; \$243,549 for two-unit structures; \$242,585 for three- to four-unit structures; \$132,215 for structures of five units or more; and \$62,892 for mobile homes. The median gross rent in 2015 was \$943.

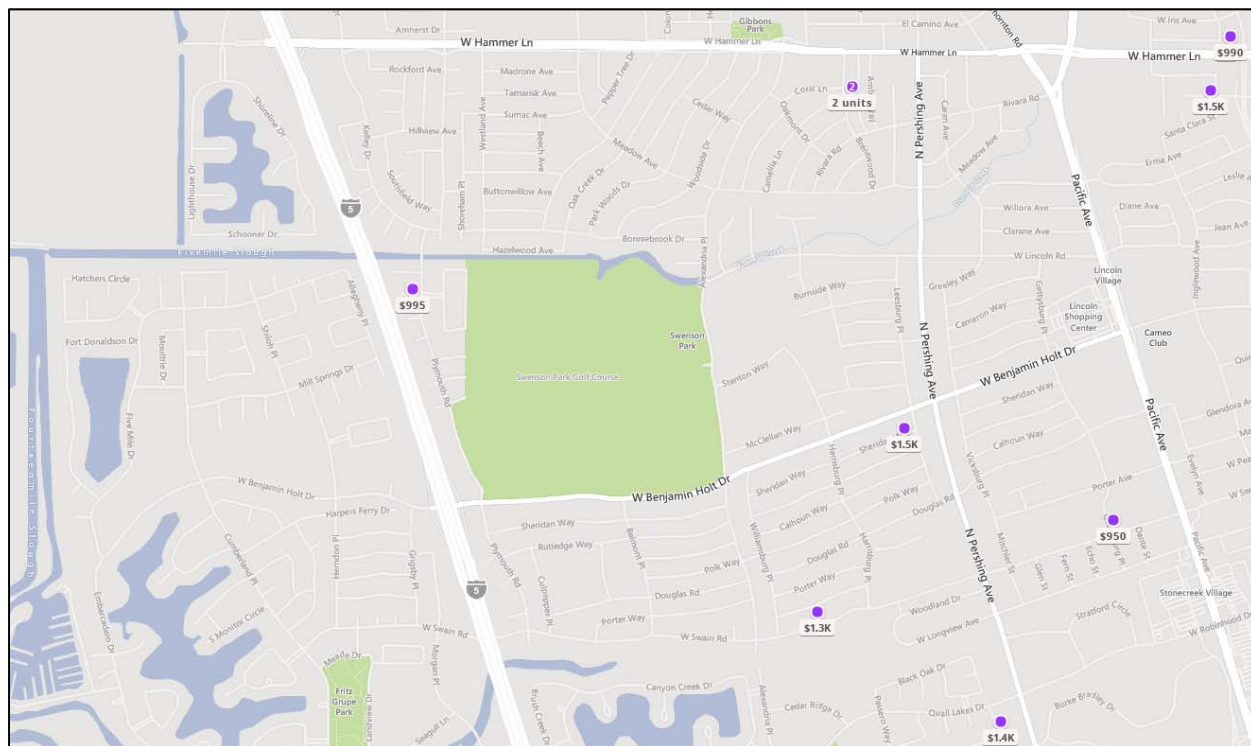
In 2017, the City conducted an analysis of units sold and found units averaging 1,900 square feet within a half-mile radius of the SPGC sold for an average of \$341,100 (15 units between January and June 2017), and \$279,033.76 for a 1,600-square-foot unit within 1 mile based on 110 units sold between January and June 2017.

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Surrounding Homes for Sale



Surrounding Homes for Rent



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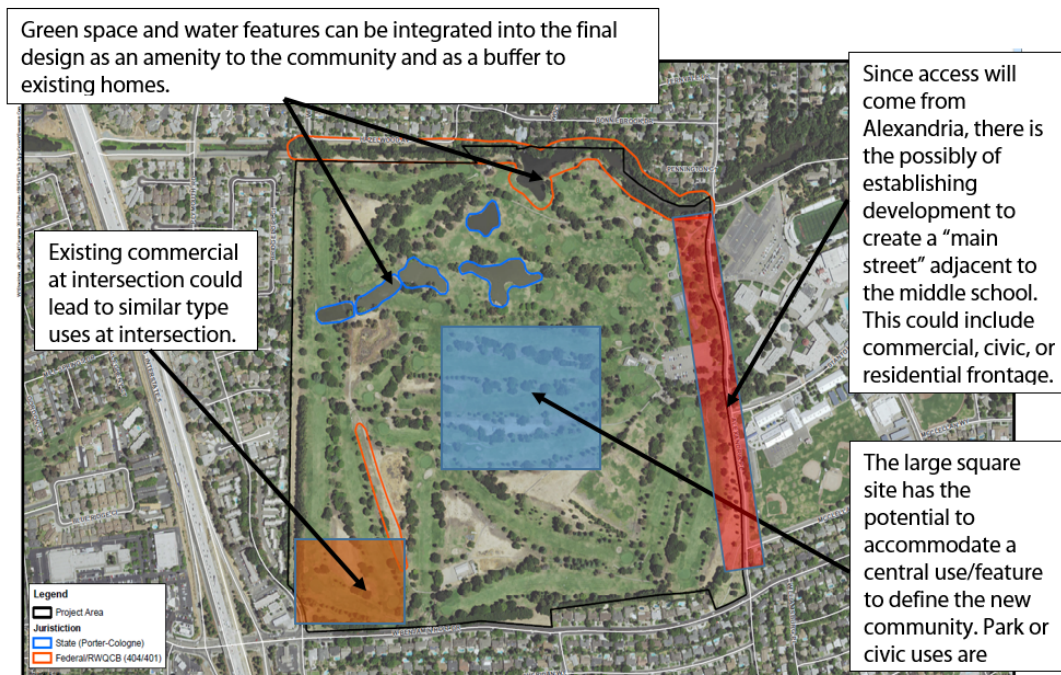
Constraints and Opportunities

The following is a brief summary of the report contained in Appendix A.

Possible Concerns for Development



Possible Opportunities for Development



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The property site is located within an X Flood Zone which is considered an area of moderate flood hazard and protected to the Federal Emergency Management Agency (FEMA) 100-year flood level. Stockton and the greater San Joaquin and Sacramento hydraulic region is also subject to compliance with a State regulated 200-year flood level standard. The property site is located within an area that has the potential for greater than 5' of flooding in a 200-year flood event. Further investigation and study would be necessary to determine the potential flood elevation levels and flood protection options prior to approval of development on the property site.

Based on the constraints analysis and existing market demand, it is anticipated that the Swenson site could be developed for residential and civic uses, with the possibility of minor commercial use of portions of the site. While higher density may be restricted due to capacity constraints of the existing street system, low- and medium-density housing could be developed to provide additional housing while not overloading the street system. Michael Baker staff believes development of the site would be best handled by the review and approval of a single master plan due to the project size and environmental review required for construction. This would allow the greatest flexibility in design and timing as infrastructure could be tiered in an effort to minimize the impacts to the existing community as well as the financial burden on the City and/or future developer.

Design Concepts

The following design concepts are meant to help outline development potential for future discussions with stakeholders. These alternatives explore different design options and intensities for the site. As single-family detached housing still dominates the new homes sales, each alternative explores different uses while maintaining a primarily single-family approach. This is meant to reflect the current market trends as well as fit into the surrounding single-family communities.

Alternative 1 – Enhanced Open Space and Cluster Development

Based on the constraints report, many natural on-site resources could be incorporated into a future residential subdivision design, including five ponds and numerous mature trees. Alternative 1 attempts to preserve as much of the existing green space as possible, by clustering housing between natural features, reducing the density of development within proximity to the features, and integrating open space amenities and pathways to encourage pedestrian activity and connectivity throughout the site.

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LAND USE TABLE ALT#1: Cluster Alternative with Open Space

Land Use	Proposed Acreage	Proposed Units	Est. Population/Workforce Increase (3.19/du)*
SFR (Acres)	67.62	406	1,295
MFR (Acres)*	36.29	280-420	893-1,339
C (Acres)	-	-	-
P (Acres)	13.16	-	-
OS (Acres)	64.70	-	-
SCH (Acres)	-	-	-
Public ROW (Acres)	28.97	-	-
Total	210.74	686-826	2,188-2,634

*Population per household based on 2016 Housing Element (Page 4BR-18).

*MFR density estimated range calculated at 8-12 du/ac.

*Neighborhood commercial square footage calculated at 0.25 FAR (Floor Area Ratio)

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ALTERNATIVE 1: Cluster Alternative with Open Space



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Alternative 2 – Mixed Use and Mixed Density

As mixed-use development is encouraged by the General Plan to provide a variety of uses within close proximity, Alternative 2 demonstrates how mixed use could be implemented within the 210-acre site. The envisioned mix of uses includes an elementary school at the center of the site surrounded by a large single-family residential neighborhood; the existing community park shifted slightly to the south, allowing an open space connection between the school and existing Lincoln High School and Sierra Middle School to the east; multiple-family residential and neighborhood-service commercial uses along the site's eastern edge; a senior housing development in the site's southwestern corner; several neighborhood parks; and an open space buffer around the remainder of the site's perimeter.

LAND USE TABLE ALT#2: Mixed Use Alternative

Land Use	Proposed Acreage	Proposed Units/SqFt	Est. Population/ Workforce Increase (3.19/du)*
SFR (Acres)	76.98	616	1,965
MFR (Acres)*	19.41	152-228	484-727
C (Acres)*	1.61	17,532 sqft	-
P (Acres)	16.73	-	-
OS (Acres)	38.28	-	-
SCH (Acres)	15.03	-	-
Public ROW (Acres)	42.14	-	-
Total	210.19	768-844 du; 17,532 sqft	2,449-2,692

*Population per household based on 2016 Housing Element (Page 4BR-18).

*MFR density estimated range calculated at 8-12 du/ac.

*Neighborhood commercial square footage calculated at 0.25 FAR (Floor Area Ratio)

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ALTERNATIVE 2: Mixed Use Alternative



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Alternative 3 – Single-Family Residential Buildout

Due to the surrounding market preference for single-family housing, Alternative 3 prioritizes the development of single-family detached housing, while including limited medium-density residential development along Alexandria Place and senior housing in the site's southwestern corner. The alternative also features an abundance of park space, including a community park at the center of the site, parkland around the site's perimeter, and several neighborhood parks located within the single-family residential neighborhood.

LAND USE TABLE ALT#3: Single Family Alternative

Land Use	Proposed Acreage	Proposed Units	Est. Population/ Workforce Increase (3.19/du)*
SFR (Acres)	98.39	718	2,290
MFR (Acres)*	19.48	152-228	484-727
C (Acres)	-	-	-
P (Acres)	42.47	-	-
OS (Acres)	-	-	-
SCH (Acres)	-	-	-
Public ROW (Acres)	49.86	-	-
Total	210.19	870-946	2,774-3,017

*Population per household based on 2016 Housing Element (Page 4BR-18).

*MFR density estimated range calculated at 8-12 du/ac. SFR density estimated around 7 du/ac.

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ALTERNATIVE 3: Single Family Alternative



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Estimated Costs

The following analysis has been prepared to better inform the City on converting the Swenson Golf Course to private development. It is assumed that such development would be primarily residential, and this analysis focuses on the costs of development. In general, the development scenarios evaluated in this process preserve a greater amount of open space within the site than typical, resulting in somewhat lower dwelling unit counts for the overall site.

Estimated Cost of Development

The City of Stockton's 2015–2023 Housing Element estimates residential development costs and average sales prices per square foot. As shown in Table 4-69 of the Housing Element (copied and inserted below), the estimated development cost for an entry-level, single-family 2,000-square-foot home ranges from \$273,825 (\$136 per square foot) to \$313,825 (\$156 per square foot). Additionally, Table 4-69 estimates the cost of a 1,200-square-foot multifamily unit to be \$246,042 (\$205 per square foot). These development costs include site improvements, construction costs, fees, and permits.

TABLE 4-69 ESTIMATED DEVELOPMENT COSTS Stockton 2015		
Type of Cost	Single Family Unit ¹	Multifamily Unit ²
Land Costs ³	\$23,219	\$17,339
Site Improvement Costs ⁴	\$45,000-\$85,000	\$32,857
Total Construction Cost ⁵	\$150,800	\$169,488
Development Fees ⁶	\$54,806 ¹	\$26,358
Total Housing Development Costs	\$273,825-\$313,825	\$246,042

Notes:

¹ Fee estimate based on 2,000 square foot home, 3-bedroom, 2.5-bathroom on a 5,000 square foot lot.

² Based on a 12 acre vacant grass field site slated for 140 units of affordable multifamily units. Multifamily unit costs assume each unit is 1,200 SF (1,000 SF of living space, 200 SF of shared space).

³ The land cost per acre is assumed to be \$202,286.

⁴ The total site improvement costs for the 140-unit development was \$4.6 million, which is \$32,857 per unit.

⁵ The construction cost is based on \$14.24 per SF for a 1-3 story complex with a wood frame, brick veneer, and open shop labor, and 1,200 SF per unit sums to \$169,488.

⁶ Based on total fee estimates from Table 4-67.

Sources: *Visionary Home Builders of California*, 2015; *Building-cost.net*, 2015; *RSMeans.com*, 2015; *Realtor.com*, 2015; *Mintier Harnish*, 2015.

The land cost of \$23,219 per dwelling, as cited in the above table, represents the base value that the City could reasonably expect to receive for the Swenson property. As noted below, there is further residual value in the land that could be retained in a higher land price, directed to improvement costs of the on-site open space, or used to incentivize development of the property.

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Estimated Development Revenue – Single-Family Development

A typical 1,900-square-foot home within 0.5 mile of the project site sells for an average of \$341,000 (\$179 per square foot), while a typical 1,600-square-foot home within 1 mile of the project site can sell for an average of \$279,033 (\$174 per square foot). These valuations are based on the average sales prices of the last 110 dwellings sold in the area ending in 2017. For purposes of this analysis, it is assumed that a 2,000-square-foot home would therefore sell for approximately \$341,000, consistent with data for the surrounding community.

It is reasonable to assume that the Swenson site will result in sales prices somewhat higher than recent sales in the project vicinity due to the all-new construction of homes and public facilities, as well as the park and open space amenities that will be included in the project.

Assuming the qualities of the development on the Swenson site would generate relatively modest 5 percent higher sale prices than surrounding neighborhoods, the selling price for a 2,000-square-foot home would be approximately \$358,000.

Residual Value – Single-Family Development

As indicated in the Housing Element, the direct costs of developing a 2,000-square-foot home in Stockton range between \$273,825 and \$313,825, resulting in an average cost of approximately \$294,000. This amount does not include typical developer profit of 12 percent or a typically calculated contingency of 5 percent. With profit and contingency added, the developer would anticipate selling the 2,000-square-foot home for at least \$343,980. This figure is comparable to the average resale home price in the project vicinity. However, this comparison does not reflect the enhanced value of housing on the Swenson property as described above.

Assuming housing within the Swenson project would have an enhanced value of 5 percent over surrounding recent sales, a 2,000-square-foot home could sell for approximately \$358,000. Based on the \$343,980 that a future developer must charge to “break even,” this additional value could generate approximately \$14,000 per dwelling unit additional revenue at time of home sale.

It is important to note that actual development costs for the Swenson site are not yet known. Items that could result in substantial additional development costs (resulting in reduced residual land value) include:

- Off-site infrastructure improvements. No significant off-site infrastructure projects have yet been identified, but detailed technical analysis of infrastructure needs has not been completed.
- Site improvement costs. It is anticipated that a substantial portion of the site will be retained as open space. There will be costs associated with improving these areas and likely additional costs associated with incorporating existing golf course features in the future project.

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- Market volatility. The analysis provided herein is preliminary in detail, and market conditions fluctuate. The identified residual value could increase or decrease as market conditions change.

Ongoing Operational Costs

It is relatively common for land use agencies to require financing mechanisms (landscape and lighting districts, community facilities districts, law enforcement funding, etc.) to be established to ensure new development is not a financial burden on the agency. Through such measures, the City could largely ensure that the future residents of the Swenson site would pay the actual costs of public services and facilities.

The Swenson golf course is about 65 years old, and the City estimates the cost of deferred improvements for the facility to be approximately \$3,000,000 with an annual general fund contribution of approximately \$350,000. If the City can avoid these deferred improvement and ongoing operational costs, then those funds could be directed to other City priorities, resulting in a fiscal net gain for the City. Savings in ongoing operational costs assume the City will require future homeowners to pay for actual costs of municipal services through a combination of typical property taxes and supplemental funding mechanisms.

Development Options and Opportunities

As mentioned, the design alternatives are only meant to highlight development potential for future discussion. Below are additional points of interests and opportunities for each design alternative. These include land use amenities, points of interest, collaboration options, and possible incentives for the development community.

Alternative 1 – Cluster with Open Space

- 1) Possibility for “flex” acreage and space for office and commercial uses.
- 2) Annexation or creation of Community Facilities District (CFD) for maintenance and improvements to the open space features. This will help defer some of the costs for these areas. While a homeowners association could be beneficial, it could also have the effect of eliminating access to the site’s amenities by surrounding communities.
- 3) Depending on market interest, there is the possibility to create a Main Street design along Alexandria. This could be designed into the street’s current two-lane design, or if the street is widened to accommodate additional traffic and possible turning lanes.
- 4) Collaboration with the development community could facilitate the phasing of the project, helping to avoid having the site vacant and ensure construction of needed infrastructure in a timely manner.
- 5) Collaboration could also benefit the project as the City could defer entitlement and/or impact costs as incentives to an interested developer.

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Alternative 2 – Mixed Use and Mixed Density

- 1) Same items as Alternative 1 for CFD creation/annexation, Main Street, and flex use space; however, the SCH-school designation could result in additional housing or park space should the school district not require the additional land.
- 2) An increase in uses along Alexandria could create a more active Main Street area and extend the community gathering spaces, making it a destination for new and existing residents as well as for students attending the nearby schools.
- 3) The open space area buffer will continue to serve as a green amenity, buffering the new homes from the existing homes in the surrounding areas. This open space buffer could be designed to include recreational amenities, including pathways and other features (barbecue, benches, etc.).
- 4) The street system primarily comprises a grid system that will facilitate the efficient flow of traffic, while providing pedestrians with safe, convenient access to the site and the surrounding uses.
- 5) New entrances will tie into existing intersections along Alexandria with the possibility of adding gateway or wayfinding signage to create a sense of place within the area and new community.
- 6) Neighborhood parks have been included to expand open space and outdoor recreational opportunities within the single-family residential neighborhood and to shorten the distance to the parklet facilities (parks 0.5-1.0ac). Green corridors could be added to increase the sense of place and enhance pedestrian connectivity to these areas.

Alternative 3 – Single Family Alternative

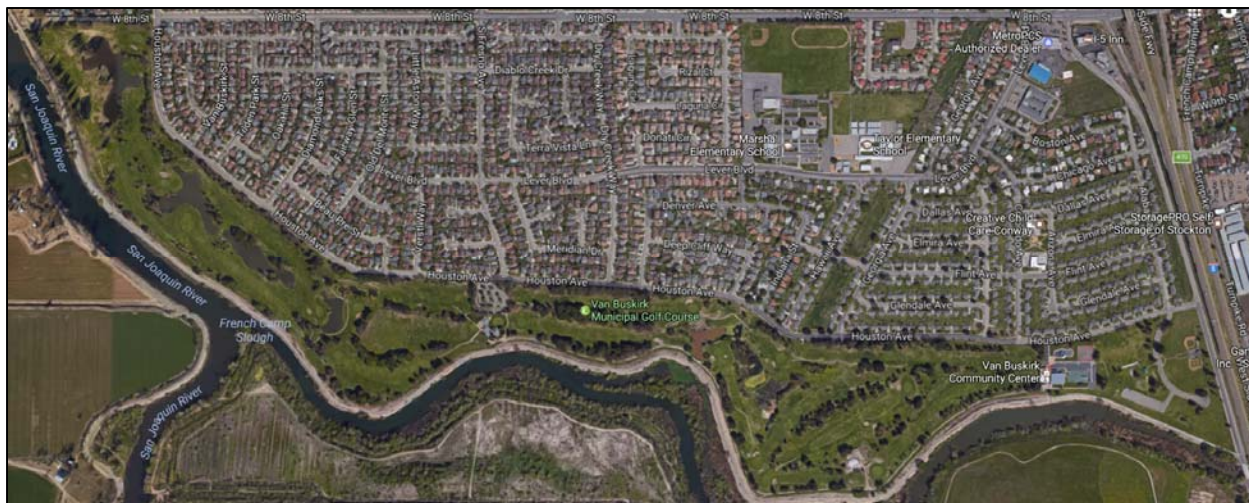
- 1) Same items as Alternatives 1 and 2.
- 2) This alternative provides the greatest number of single-family detached housing units, while incorporating ample open space and park area to buffer the residential development and providing recreational options for existing and future residents.
- 3) The street system primarily utilizes a modified grid system that will facilitate the efficient flow of traffic, while providing pedestrians with safe, convenient access to the site and the surrounding uses.
- 4) While the site designates areas for medium-density residential development, should the market encourage additional single-family housing, the City could work with the developer to establish in-lieu housing funds to assist the City in meeting affordable housing requirements in alternative locations.

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VAN BUSKIRK GOLF COURSE

The Van Buskirk Golf Course (VBGC) is a traditional 18-hole championship golf course built on approximately 174 acres and was designed by Larry Norstrom. The course is known for its walkability factor and offers a par-72 layout and hosts the Men's and Women's City of Stockton Golf Championship each summer.

Van Buskirk Golf Course and Layout



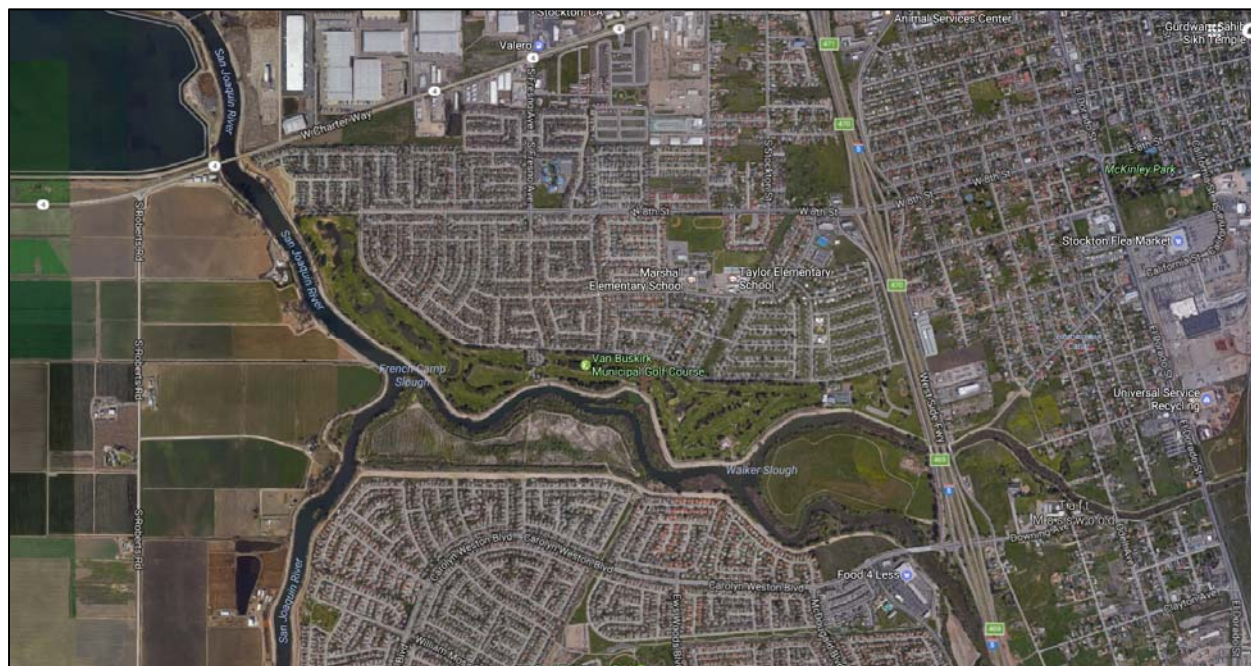
Existing Conditions

The Weston Ranch/Van Buskirk planning area is bounded by Highway 4, I-5, and the San Joaquin River. This area is primarily made up of two large residential communities: Van Buskirk, which is north of the French Camp and Walker Sloughs and includes the VBGC, and Weston Ranch, which is south of the sloughs. The following elements contribute to Weston/Van Buskirk's character:

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- Small cul-de-sac pockets branching off Eighth Street in the Van Buskirk residential community. Eighth Street provides direct access to I-5. Street entrances are accented by low wall architectural gateways and small landscaped medians.
- The VBGC and San Joaquin River, which act as an edge and barrier between the Van Buskirk and Weston Ranch neighborhoods.
- Many cul-de-sac pockets branching off of several curvilinear main streets in the Weston Ranch community, similar to Van Buskirk. The Weston Ranch community is newer than Van Buskirk, but similar in architectural styles and home and lot sizes. A linear trail cuts through the neighborhood, connecting major streets to schools and views of the San Joaquin River.
- A moderate-sized strip mall that provides the only retail service for Weston Ranch. It is located along Carolyn Weston Boulevard, the one primary access roadway for Weston Ranch.
- Marshall and Taylor Elementary Schools, and retail services within a one-half mile radius of the VBGC.

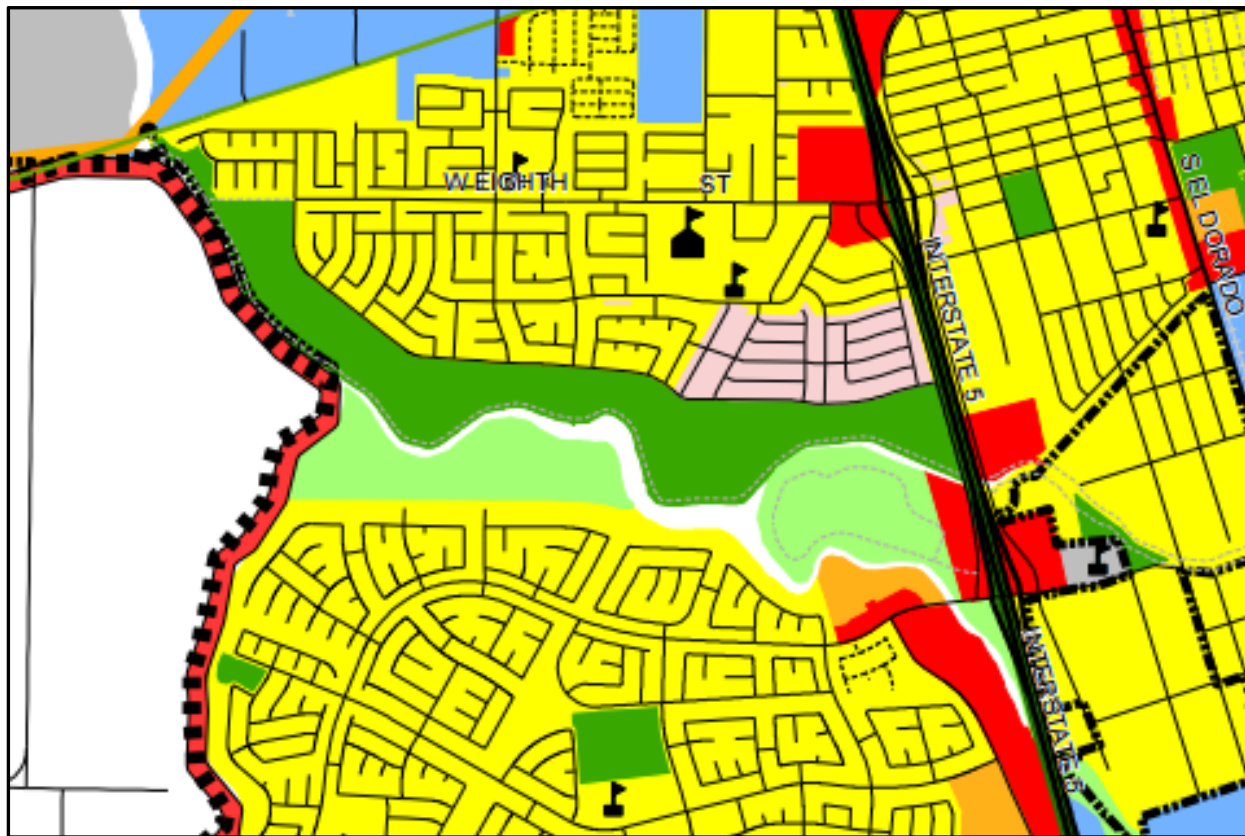
Project Site and Surrounding Area



The current land uses and zoning include residential, recreational, and civic (school-parks) with minor commercial uses to the east.

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Land Uses



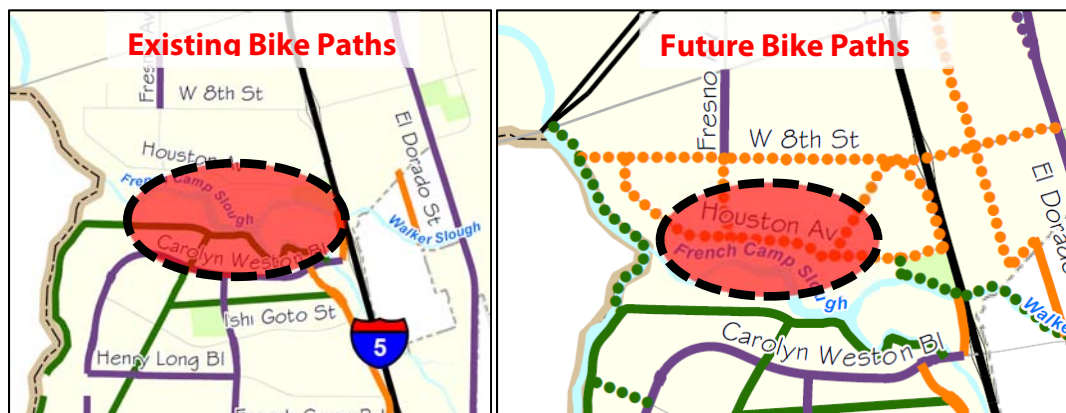
Low Density Residential (Yellow); Commercial (Red); Medium Density Residential (Violet); High Density Residential (Orange); Recreational (Dark Green); Open Space (Light Green)

The site has residential uses to the north, but is constrained to the west and south by the French Camp Slough and levees, and by I-5 to the east. This limits the amount of pedestrian pathways and bike lanes that could connect to the site, although there are Class III bike routes to the north.

The property site is located within an X Flood Zone which is considered an area of moderate flood hazard and protected to the Federal Emergency Management Agency (FEMA) 100-year flood level. Stockton and the greater San Joaquin and Sacramento hydraulic region is also subject to compliance with a State regulated 200-year flood level standard. The property site is located within an area that has the potential for greater than 10' of flooding in a 200-year flood event. Further investigation and study would be necessary to determine the potential flood elevation levels and flood protection options prior to approval of development on the property site.

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Transportation and Bike Options



LEGEND

Class I Bike Path	Future Class I Bike Path	ACE Station	Park
Class II Bike Lane	Future Class II Bike Lane	Amtrak Station	Plan Boundary
Class III Bike Route	Future Class III Bike Route	Park and Ride	City Limits

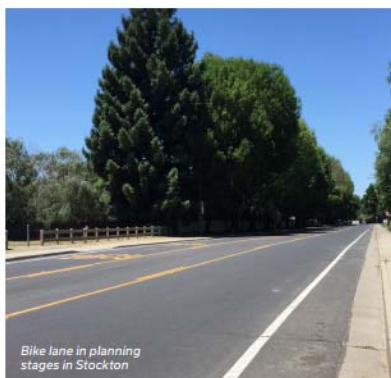
THERE ARE THREE TYPES OF BIKEWAYS IN STOCKTON:



CLASS I BIKEWAY (BIKE PATH)

COMPLETELY SEPARATE RIGHT-OF-WAY; DESIGNATED FOR EXCLUSIVE USE BY BICYCLES AND PEDESTRIANS.

There are **46 miles** of bike paths in Stockton, many of which are located along creeks, canals, and rail lines. However, many of these don't connect to on-street facilities.



CLASS II BIKEWAY (BIKE LANE)

DESIGNATED STREET SPACE FOR BICYCLISTS, TYPICALLY ADJACENT TO THE OUTER VEHICLE TRAVEL LANES.

There are **36 miles** of bike lanes in Stockton.



CLASS III BIKEWAY (BIKE ROUTE)

MIXED-TRAFFIC CONDITIONS FOR BICYCLISTS USING SIGNAGE, STRIPING, AND/OR TRAFFIC CALMING TREATMENTS.

There are **35 miles** of bike routes in Stockton.

Homes in the surrounding area range in size from 1,100 square feet to 1,900 square feet; prices range from \$200,000 to \$280,000, with average pricing around \$245,000. The rental rates can range from \$650 to \$1,500 with an average price of around \$1,100. Surrounding neighborhoods are within walking and biking distance; however, the site is primarily accessible from other regions by I-5 access.

The map displays a large area of Stockton, CA, with numerous property listings. The listings are represented by colored dots (blue or red) and price tags. The prices range from \$150K to \$255K. The map includes major roads like I-5, I-205, and I-880, as well as local streets. The map also shows parks, golf courses, and other landmarks.

Key locations and landmarks visible on the map include:

- Streets:** I-5, I-205, I-880, E 1st St, E 2nd St, E 3rd St, E 4th St, E 5th St, E 6th St, E 7th St, E 8th St, E 9th St, E 10th St, E 11th St, E 12th St, E 13th St, E 14th St, E 15th St, E 16th St, E 17th St, E 18th St, E 19th St, E 20th St, E 21st St, E 22nd St, E 23rd St, E 24th St, E 25th St, E 26th St, E 27th St, E 28th St, E 29th St, E 30th St, E 31st St, E 32nd St, E 33rd St, E 34th St, E 35th St, E 36th St, E 37th St, E 38th St, E 39th St, E 40th St, E 41st St, E 42nd St, E 43rd St, E 44th St, E 45th St, E 46th St, E 47th St, E 48th St, E 49th St, E 50th St, E 51st St, E 52nd St, E 53rd St, E 54th St, E 55th St, E 56th St, E 57th St, E 58th St, E 59th St, E 60th St, E 61st St, E 62nd St, E 63rd St, E 64th St, E 65th St, E 66th St, E 67th St, E 68th St, E 69th St, E 70th St, E 71st St, E 72nd St, E 73rd St, E 74th St, E 75th St, E 76th St, E 77th St, E 78th St, E 79th St, E 80th St, E 81st St, E 82nd St, E 83rd St, E 84th St, E 85th St, E 86th St, E 87th St, E 88th St, E 89th 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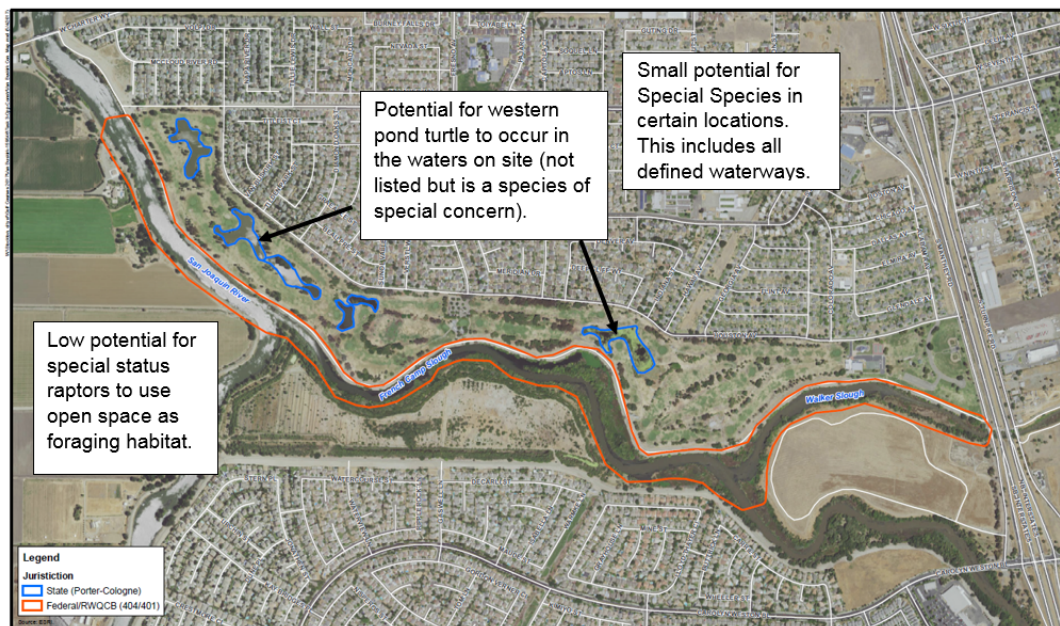
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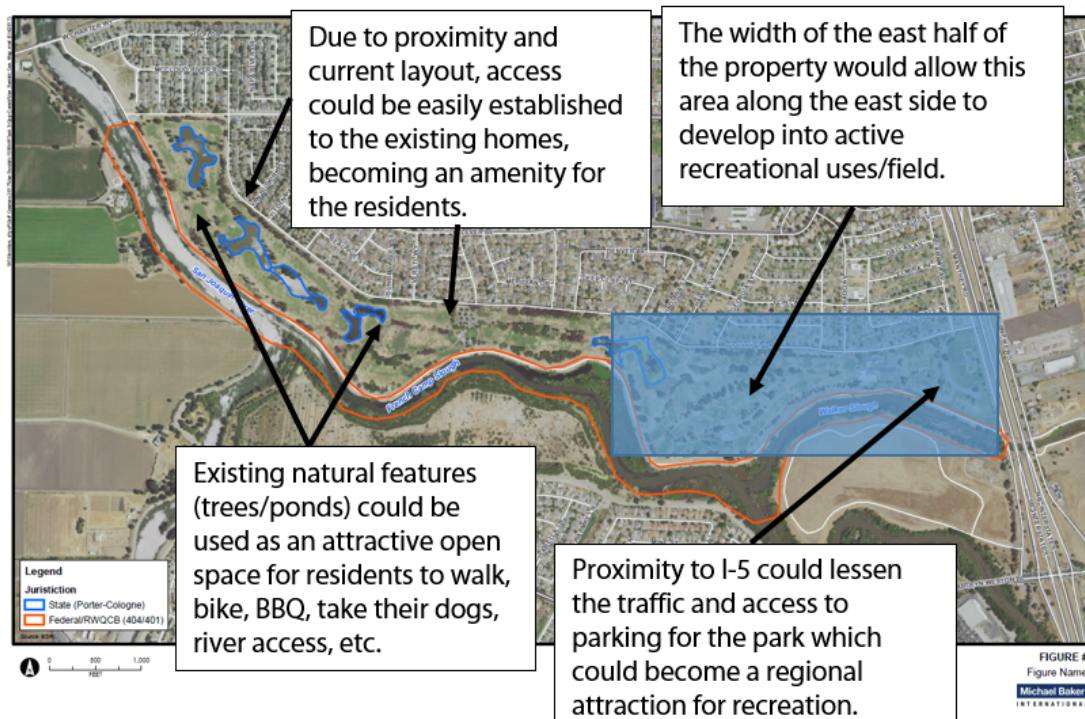
Constraints and Opportunities

The following is a brief summary of the report contained in Appendix A.

Possible Concerns for Development



Possible Opportunities for Development



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Due to covenants on the project site requiring the area be designated for recreational uses, the following options will be explored as possible opportunities for the Van Buskirk site:

- **Active Amenities:** This could include softball/baseball diamonds, soccer fields, a set of six to eight basketball courts, a quarter-mile track with field space on the interior, and a core developed area that could be a meeting/event space, private restaurants, or similar sports-related uses. While this may increase activity to the site and result in changes to the natural environment, it could help the City to lease space/fields to help pay for maintenance costs. This could be through the use of the sports fields or flex retail spaces for vendors and events.
- **Passive Amenities:** This would consist primarily of open space and natural uses with a few baseball diamonds and soccer fields. The site could have pedestrian pathways with community gardens, arboretums, ponds, picnic and family areas, and amenities such as barbecues and pavilions.

Design Concepts

The following design concepts are meant to help outline development potential for future discussions with stakeholders. These alternatives explore different design options and intensities for the site. As the site is already programmed to maintain recreational uses, each alternative explores different recreational options to service the surrounding community and lessen the financial burden on the City.

Alternative 1 – Passive Recreation and Open Space Park

As existing covenants restrict the use of the site to recreational uses that serve the area, the following design alternative includes recreational uses only. Alternative 1 proposes more passive open space uses that could be easily integrated into the existing layout. These open space uses would require some improvements, but would only slightly intensify the existing site.

LAND USE TABLE ALT#1: Passive Recreation Alternative

Land Use	Proposed Acres
Active Recreation (Acres)	20.88
Passive Recreation (Area)	142.45
Wetland Buffer (Acres)	10.71
Total	174.04
Driveways (Acres)	3.19
Pathways (Acres)	4.96
Parking Area (Acres)	3.80

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ALTERNATIVE 1: Passive Recreation and Open Space



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Alternative 2 – Active Recreation and Open Space

As with Alternative 1, the existing covenants require the area be designated for recreational uses. Alternative 2 includes more active uses like recreational sports fields to attract different types of park users to the site. The design retains some of the ponds, open space, and trails, but adds more active uses for formal sporting events.

LAND USE TABLE ALT#2: Active Recreation Alternative

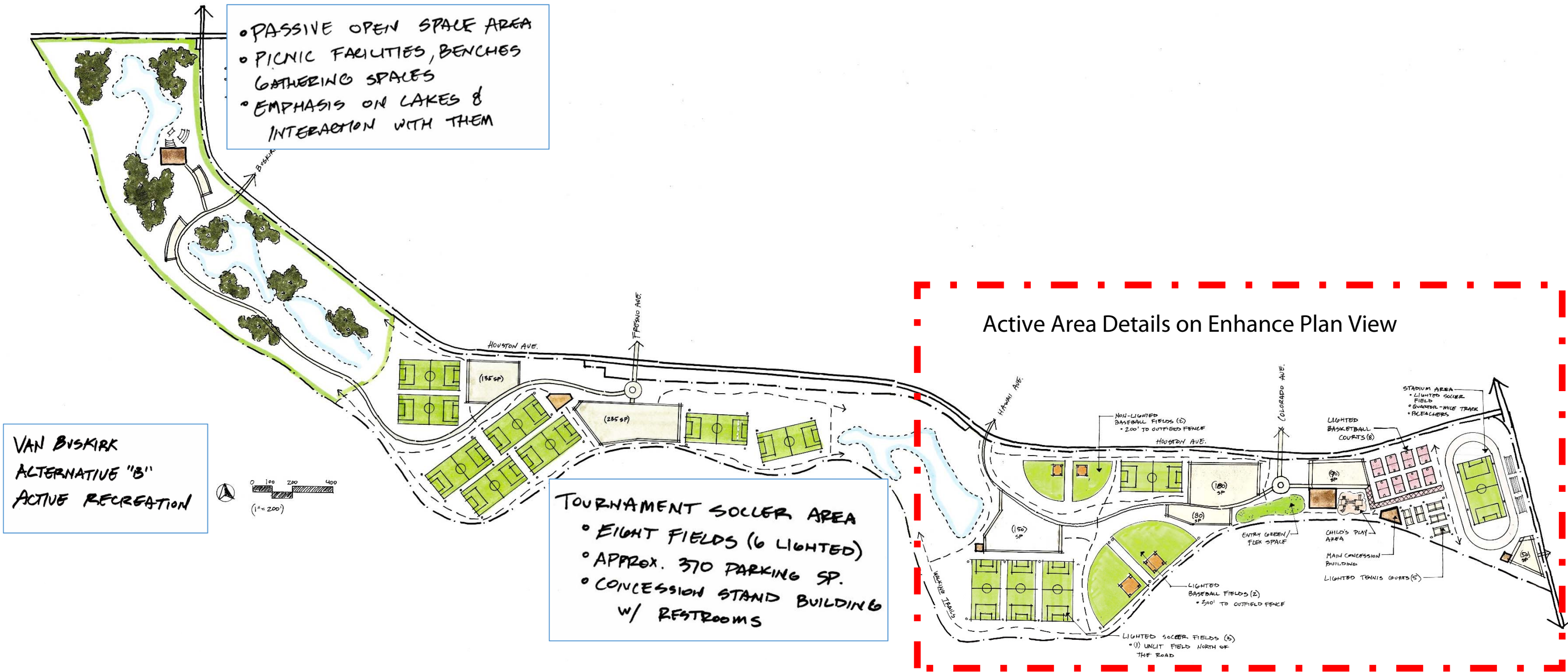
Land Use	Proposed Acres
Active Recreation (Acres)	119.17
Passive Recreation (Area)	44.16
Wetland Buffer (Acres)	10.71
Total	174.04
Driveways (Acres)	3.51
Pathways (Acres)	3.13
Parking Area (Acres)	14.08

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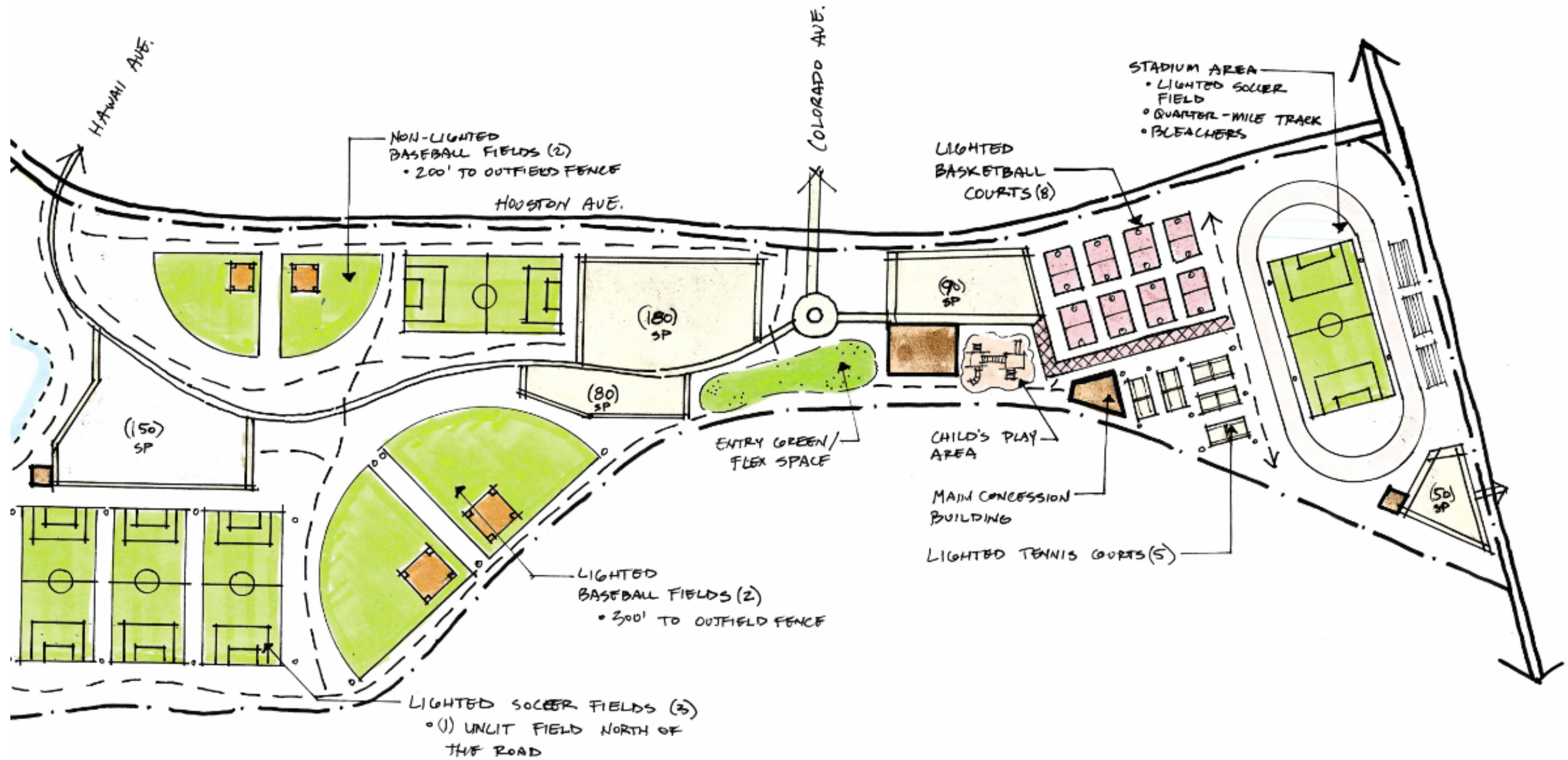
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ALTERNATIVE 2: Active Recreation and Open Space



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ALTERNATIVE 2: Active Recreation Enhanced View



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Estimated Costs

The optional design concepts presented for City consideration include passive recreation and active recreation alternatives. Both park concepts were developed to take advantage of existing features and respond to existing constraints.

The passive recreation alternative retains more undeveloped space, emphasizes informal recreation, and offers greater opportunities to view wildlife and the environment. Uses can include casual activities such as the pursuit of hobbies (bird watching), walk-jogging, small and informal group activities (yoga in the park), public gathering space (BBQ events), and other events that are smaller and less formal. Such parks are enjoyed on a first-come, first-served basis, and visitor facilities and services are reduced. Since passive park uses generally include less structured recreational activities without the need for a specialized parkland development plan, they can typically be included at a lower cost to communities.

These characteristics of a passive park result in lower improvement costs as few major facilities are provided. Passive parks also generate lower revenues from use fees and facility rental. Finally, with the lower level of facility improvements, operational costs for passive parks are generally lower than such costs for an active recreational facility.

The active recreation alternative supports recreational activities that involve active sports and larger organized events. An active park can often include structured recreational activities that require a specialized parkland development plan for improvements and management. Active parks would typically house league recreational play. Given the scale of the Van Buskirk property, active recreational fields and facilities could both serve local residents and be a draw for teams from outside of Stockton.

The athletic field component of active recreation facilities can generate increased revenue through event fees and field rentals. However, such parks typically require more intensive facility maintenance and greater effort to program facilities, and therefore result in higher operational costs.

The Van Buskirk golf course is about 50 years old, and the City estimates the deferred improvements to be around \$5,000,000 with an annual general fund contribution of around \$350,000. It should be noted that unless the City has already allocated funding for the deferred improvements required at the golf course, the \$5,000,000 noted above is not actually a savings, as those funds might not be available for golf course renovations given competing City budget priorities. Additionally, the maintenance costs of a renovated community park could well exceed the currently allocated \$350,000 annual maintenance costs for the golf course. In brief, a renovated Van Buskirk community park could serve the needs of the community more effectively but might not result in any actual savings to the City.

Full development of the Van Buskirk property as a community park would require substantial investment by the City. Total costs for fully implementing the active park alternative could exceed \$15,000,000 for field and major landscape improvements. Facilities such as community

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centers or aquatic centers could double this cost. While facilities within the park could be phased in over time and the City could pursue grant funding and other alternative revenue sources, the Van Buskirk property is a large site and full improvement would require a significant investment by the City.

Development Options and Opportunities

As mentioned, the design alternatives are only meant to highlight development potential for future discussion. Below are additional points of interests and opportunities for each design alternative. These include land use amenities, points of interest, collaboration options, and possible incentives for the development community.

Alternative 1 – Passive Recreation and Open Space Park

- 1) Keeping more passive spaces would slightly impact the intensity of the site, requiring only minimal changes and improvements. This would include minimal changes to the community center and surrounding area.
- 2) Space for a multiuse trail for recreational fitness or group/school activities. This could include special events or use by residents looking for fitness alternatives outside. Examples of this include the 1-mile loop at McKinley Park in Sacramento or the “Doggie Dash” in Land Park in Sacramento; both parks are used for fitness on a daily basis, but are also used for special events.
- 3) Playground area for kids could be added to what is available at the existing community center.
- 4) Privately operated restaurant on-site could be added to the flex event/commercial space.
- 5) Leasing of the facilities and possible on-site event/commercial space would help pay for maintenance and improvement cost.
- 6) Shuttle service routes could be relocated to link the area and allow the park to become a regional draw.
- 7) The space could include other civic uses such as a museum, outdoor classroom, or outdoor amphitheater, which could help make the area a regional attraction for concerts and events.
- 8) Picnic areas located throughout the park provide flexible spaces for community gathering.
- 9) Low water-use, drought-tolerant, native vegetation could be planted in areas that are not intended for recreational purposes, which will save on irrigation costs. Formal irrigation systems can be focused on the large greens.

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- 10) A community garden could be established where residents are able to learn about healthy food habits while growing their own food.

Alternative 2 – Active Recreation and Open Space

- 1) Outdoor soccer or space that could be used as multipurpose fields for other outdoor events (Frisbee golf, softball, volleyball, etc.). The number of fields, restaurant/snack bar, and additional parking highlight the park as an attractive site for local and regional tournaments, bringing a large number of people to the area.
- 2) These spaces can included multiple outdoor basketball tournament space, although smaller “non-regulation” courts could result in more facilities.
- 3) Space for a multiuse trail for recreational fitness or group/school activities. This could include special events or use by residents looking for fitness alternatives outside. Examples of this include the 1-mile loop at McKinley Park in Sacramento or the “Doggie Dash” in Land Park in Sacramento; both parks are used for fitness on a daily basis, but are also used for special events.
- 4) Playground area for kids.
- 5) Privately operated restaurant on-site.
- 6) Big League Dreams in Manteca is an example of a more sports-oriented facility. While the VBGC may be too narrow for some uses, the fields could be integrated to allow large sporting events for youth and adult activities.
- 7) Leasing of the facilities and possible on-site event/commercial space would help pay for maintenance and improvement costs.
- 8) Shuttle service routes could be relocated to link the area and allow the park to become a regional draw.
- 9) A stadium area with a larger soccer field for adult league use or higher-level games. This could include a quarter-mile standard track for community use and potential middle school and high school competitions.

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APPENDIX A: Constraints and Opportunities Report

Swenson and Van Buskirk Golf Courses: *Design Concepts and Opportunities*

INTRODUCTION

The Michael Baker team has prepared a summary of constraints and opportunities associated with the Stockton properties that will be the basis for the conceptual design effort. This report summarizes all cursory reviews of existing regulatory plans, items mentioned in meetings with City staff, and an on-the-ground observation.

The constraints analysis addresses potential issues that could negatively impact development potential and suggests reports and permits for each potential impact. The analysis is broken down into the following sections:

- **Biological:** This includes reconnaissance-level surveying of biological resources in the project site that focused on identifying sensitive resources that would likely be preserved within the property and a general assessment of potential mitigation requirements that may be associated with substantial development of the property.
- **Cultural:** This includes the Michael Baker team's findings for prehistoric, historic, and cultural resources on the property compiled through field evaluations, existing environmental reports, and other online and state resources.
- **Circulation and Infrastructure:** This includes Michael Baker's assessment of circulation constraints, roadway limitations, site access, drainage, and general infrastructure capacity (sewer and water).

The opportunities analysis for each site is based on the constraints examination and intended to guide the conceptual design process, which will be presented to the City. The analysis is broad rather than thorough and comprehensive, but will frame the project's external strengths and weaknesses in the region and any internal opportunities within the site. This information may be used to assist decision-makers in understanding trade-offs.

CONSTRAINTS

Biological

The following discussion pertains to biological and ecological resources that could potentially be impacted by development for both locations. This is meant to be a broad discussion as a more detailed analysis would be required during the final design and California Environmental Quality Act (CEQA) analysis prior to construction activities.

Waterways and Ponds

The waterways adjacent to both projects (Fivemile Slough, French Camp Slough, Walker Slough, and San Joaquin River) should be avoided as much as possible. These aquatic resources are considered waters of the US subject to jurisdiction of the US Army Corps of Engineers (USACE) and Regional Water Quality Control Board (Regional Board) pursuant to Sections 404

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and 401 of the Clean Water Act (CWA), respectively, and streambed/banks and associated riparian vegetation subject to jurisdiction of the California Department of Fish and Wildlife (CDFW) pursuant to California Fish and Game Code (FGC) Sections 1600 et seq. Impacts to these features would be considered costly, require a high level of effort, and be time consuming in the procurement of the appropriate permits/authorization.

The majority of the isolated ponds within both golf courses would be considered waters of the State subject to jurisdiction of the Regional Board pursuant to Section 13263 of the California Porter-Cologne Water Quality Control Act (Porter-Cologne). Two ponds on the Van Buskirk property are not maintained, thereby allowing riparian and other hydrophytic vegetation to establish along the perimeters; these ponds are considered potential adjacent wetlands that would be subject to jurisdiction of the USACE, Regional Board, and CDFW. Impacts to these aquatic resources would be considered costly, require a high level of effort, and be time consuming in the procurement of the appropriate permits/authorization.

Note: If it is determined that any of these ponds are adjacent wetlands to the waterways (Fivemile Slough, French Camp Slough, Walker Slough, and San Joaquin River) during further evaluation or during a formal Wetland Delineation, the USACE, Regional Board, and CDFW would take jurisdiction, thus making impacts to these features costly, requiring a high level of effort, and be time consuming in the effort to obtain the correct permits and authorization.

The ephemeral drainage feature located in the western portion of the Swenson property may be considered waters of the US and streambed/banks subject to regulatory jurisdiction, again requiring a high level of effort and time to procure the appropriate permits/authorization.

Habitat and Species

The San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSHCP) will prescribe avoidance, minimization, and mitigation measures for most special-status species that may occur on-site. These will be incorporated into the CEQA environmental document.

There may be some special-status species that require complete avoidance or more costly mitigation if found to occur on-site. Most of these species would be found within the waterways and riparian areas.

Note: Development in these riparian areas may result in more impacts to special-status species and trigger additional approvals and mitigation. The creeks, rivers, and sloughs should be allowed to establish buffers to preserve riparian areas.

Additional Research, Reports, and Permits Required

The following is a general overview of the research, reports, and permits that may be required as part of the conceptual design and entitlement review process to comply with federal, state, and local regulations. A majority of the biological resources potentially occurring on-site would

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be assessed during the CEQA process as part of the environmental documentation and adoption. During this time, a detailed habitat assessment should be conducted to determine which special-status species have the potential to occur on-site.

Possible Permits

- 1) USACE CWA Section 404 Nationwide Permit or individual permit (for impacts over 0.5 acre) and Central Valley Regional Board CWA Section 401 Water Quality Certification for any impacts to wetland and nonwetland waters of the US, including the rivers, creeks, sloughs, unmaintained ponds, and any other features identified within the project limits, such as the ephemeral feature on the Swenson property.
- 2) FGC Sections 1600 et seq. Lake or Streambed Alteration Agreement for any impacts to streambed/banks and associated riparian vegetation, including the features listed in #1 above.
- 3) Central Valley Regional Board Porter-Cologne Section 13263 Waste Discharge Requirements for any impacts to the isolated, maintained ponds in the golf courses.
- 4) Heritage Oak Tree Removal Permit Application pursuant to the City of Stockton ordinance for the removal of any valley oak, coast live oak, or interior live oak (with trunk diameter > 16 inches at 24 inches above natural grade).

Possible Reports

- 1) Formal jurisdictional delineation to identify and map all features within the two golf courses that are subject to regulatory jurisdiction, and preparation of a report documenting the results that require agency concurrence.
- 2) Biological resources survey, including vegetation mapping and habitat suitability assessments, for consistency with the SJMSCP.
- 3) Potential protocol-level surveys for various special-status species.
- 4) Habitat Mitigation and Monitoring Report.
- 5) Consistency with the SJMSHCP:
 - a. Specific avoidance, minimization, and mitigation measures consistent with the SJMSHCP for special-status species if it is determined that they have the potential to occur on-site.
 - b. Necessary approval by the Joint Powers Authority throughout multiple elements of the process. For example, if the waterways/riparian areas are found to contain occupied habitat for certain species, additional approval by the Joint Powers Authority will be required.
 - c. Complete the form for each project and pay the applicable fee.

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Cultural, Tribal Cultural, Paleontological and Historical Resources

Michael Baker International conducted a constraints analysis for the Swenson Golf Course and Van Buskirk Golf Course project (project). The constraints analysis describes cultural resources, tribal cultural resources, and paleontological resources within the project areas that have the potential to be affected/impacted by the projects and documentation that may be required by future projects. The project areas are the limits of ground disturbance for each project.

Note: See Appendix B for the Possible Reports and Permits table, Appendix E for cultural, tribal cultural, paleontological, and historical resources definitions and regulatory framework.

Swenson has the potential to require two built environment evaluations and Van Buskirk has the potential to require three evaluations (see Appendix B). Both Swenson and Van Buskirk have elevated archaeological sensitivity which may warrant archaeological excavation pursuant to Section 106 or archaeological monitoring during construction pursuant to CEQA. Future Section 106/CEQA projects will likely require an updated Central California Information Center (CCIC) records search, field survey, research, and resource evaluations.

The Process

Future projects will require CEQA and/or Section 106 regulatory compliance. The below outline identifies the necessary steps to complete both CEQA and Section 106 compliance. The methods and results of these steps must be summarized in a cultural resources identification and evaluation report completed in compliance with CEQA and/or USACE *Guidelines for Compliance with Section 106 of the National Historic Preservation Act*. Additional studies may be required as identified by the USACE.

To prepare the technical report described above, the lead agency will need to:

- 1) Identify, survey, and evaluate cultural resources within the project areas;
- 2) Assess effects/impacts to the resources; and
- 3) Mitigate adverse effects/impacts.

The USACE, the federal lead agency, will be required to consult with the California State Historic Preservation Officer (SHPO) regarding the evaluation of resources and the assessment of effects.

The following is an outline of the CEQA/Section 106 process required for cultural resources within the project areas.

Identify. Consultation with local Native American groups as well as local historical societies is recommended in order to identify potential undocumented resources important to the community.

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Intensive Survey. An intensive archaeological and built environment survey is necessary for both the Swenson and Van Buskirk project areas to determine the presence of cultural resources within the project areas and the impact/effect of the projects to those resources.

Evaluation. Cultural resources found within the project areas will require evaluation for the National Register of Historic Places and/or California Register of Historical Resources. For archaeological resources, evaluation generally entails limited subsurface excavations, analysis of recovered constituents, and application of the significance criteria. For significance, a site must display the ability to address one or more of the established research domains in the region, or otherwise demonstrate qualities indicative of a unique archaeological resource. As such, the purpose of archaeological site work will not be to fully answer specific research questions, but rather, to characterize the data potential of the site in question. The field and analytical methods used while evaluating are dependent upon the nature of the resource being evaluated.

Evaluation for built environment resources under CEQA and Section 106 must demonstrate a strong connection to a local, state, or nationally important historical event or person, or otherwise represent an important design or engineering innovation, embody the distinctive characteristics of a type, period, or method of construction, represent the work of an important creative individual, or possess high artistic values. Evaluation of cultural resources requires archival research to determine a property's association with an event, person, or architectural significance, and fully documenting the resource's physical characteristics. The lead federal agency is responsible for recommending National Register and/or California Register eligibility to the SHPO. The SHPO makes the final eligibility determination.

Previously identified but unevaluated resources require evaluation for the National Register and California Register.

Assessment of Impacts/Effects. After completing cultural studies and eligibility determinations pursuant to either CEQA and/or Section 106 of the National Historic Preservation Act, the federal lead agency, in cooperation with the local lead agency for CEQA, prepares a Finding of Effect (FOE) report. The FOE assesses effects of the project on National Register and California Register eligible resources and the appropriate means of resolving adverse effects. If the project adversely affects cultural resources eligible for the National Register or California Register, mitigation will be necessary. The SHPO must concur with the FOE and proposed mitigation.

Mitigation. Adverse impacts/effects to archaeological resources may be mitigated by implementing a comprehensive data recovery program that seeks to collect a scientifically consequential sample of the impacted/affected resource, if avoidance is not feasible. Such a program would involve a full suite of analytical techniques, as appropriate given the character of the resource under consideration. As a general rule, it is much more difficult to fully mitigate the impacts of disturbing human burials. Archaeological recovery of the remains and respectful reinterment will likely not fully mitigate the impact. In such cases, a statement of overriding considerations will likely be necessary.

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Adverse effects to built environment resources or historic-era archaeological sites may be mitigated in a number of ways, including exhaustive heritage documentation.

Other Constraints

While both sites are surrounded by existing development, this does not necessarily translate into a benefit for the sites, as existing capacity limits (roadway, sewer, water, etc.) could restrict development intensities, thereby impacting the options for development. The Michael Baker team has identified circulation and infrastructure as the two main nonenvironmental constraints impacting both sites. While these impacts would need to be assessed in greater detail as part of the final design process, the potential concerns are summarized below.

Circulation and Access

There is existing access; however, buildout for both sites would be limited as both areas tie into two-lane street systems within existing development.

- **Swenson:** The site is currently surrounded by existing residential uses to the south, west, and north with a middle school and civic parkland to the east. Residential densities surrounding the site are low as the street system includes two-lane arterials and minor residential streets.
- **Van Buskirk:** The narrow site is surrounded by the San Joaquin River and French Camp Slough to the southwest, single-family residential uses to the north, and I-5 to the east.

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OPPORTUNITIES

The following section outlines anticipated on-site and regional opportunities for the Swenson and Van Buskirk golf courses. These are based on the Michael Baker team's analysis of existing land use regulations, on-site surveys, constraints mentioned in this report, the surrounding community, current market conditions, and input from City staff.

Swenson Project Site

Based on the constraints analysis and existing market demand, it is anticipated that the Swenson site could be developed for residential and civic uses, with the possibility of minor commercial use of portions of the site. While higher density may be restricted due to capacity constraints of the existing street system, low- and medium-density housing could be developed to provide additional housing while not overloading the street system. Michael Baker staff believes development of the site would be best handled by the review and approval of a single master plan due to the project size and environmental review required for construction. This would allow the greatest flexibility in design and timing as infrastructure could be tiered in an effort to minimize the impacts to the existing community as well as the financial burden on the City and/or future developer.

Van Buskirk Project Site

Due to covenants on the project site requiring the area be designated for recreational uses, the following options will be explored as possible opportunities for the Van Buskirk site:

- **Active Amenities:** This could include softball/baseball diamonds, soccer fields, a set of six to eight basketball courts, a quarter-mile track with field space on the interior, and a core developed area that could be a meeting/event space, private restaurants, or similar sports-related uses. While this may increase activity to the site and result in changes to the natural environment, it could help the City to lease space/fields to help pay for maintenance costs. This could be through the use of the sports fields or flex retail spaces for vendors and events.
- **Passive Amenities:** This would consist primarily of open space and natural uses with a few baseball diamonds and soccer fields. The site could have pedestrian pathways with possible community gardens, arboretums, ponds, picnic and family areas, and amenities such as barbecues and pavilions.

APPENDIX B: Possible Reports and Permits Table

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The following table summarizes the reports and permits that the Michael Baker team anticipates will be required during the conceptual design stage and construction permitting process. This is meant to be a general overview as the final design and potential impacts will need to be assessed during the conceptual design review and approval stage prior to construction.

Impact	Item Required	Timing
Possible Research and Reports		
Wetland and Waterways	Formal jurisdictional delineation to identify and map all features within the two golf courses that are subject to regulatory jurisdiction, and preparation of a report documenting the results that require agency concurrence.	Must be included during the conceptual entitlement permit stage for thorough review prior to adoption of new design.
Biological-Special Species	Biological resources survey, including vegetation mapping and habitat suitability assessments, for consistency with the SJMSCP. This includes potential protocol-level surveys for various special-status species.	Must be included during the conceptual entitlement permit stage for thorough review prior to adoption of new design and supportive environmental determination (CEQA-NEPA). Mitigation measure(s) will be implemented during the construction phase.
Regional Conservation	Consistency with San Joaquin County Multi-Species Habitat Conservation and Open Space Plan (SJMSHCP): Specific avoidance, minimization, and mitigation measures consistent with the SJMSHCP for special-status species if it is determined that they have the potential to occur on-site. Necessary approval by the Joint Powers Authority throughout multiple elements of the process. For example, if the waterways/riparian areas are found to contain occupied habitat for certain species, additional approval by the Joint Powers Authority will be required. Complete the form for each project and pay the applicable fee.	Must be included during the conceptual entitlement permit stage for thorough review and coordination with agencies prior to adoption of new design and supportive environmental determination (CEQA-NEPA). Mitigation measure(s) will be implemented during the construction phase.
Habitat Mitigation and Monitoring Report	Habitat Mitigation and Monitoring Plan (HMMP) required to offset impacts to regulatory agencies' jurisdictional areas.	Preparation of the HMMP would occur during the permitting process and approved prior to issuance of regulatory agency permits.

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Impact	Item Required	Timing
CEQA/Section 106 for Cultural Resources within the Project Areas	<p>Consultation with local Native American groups as well as local historical societies to identify potential undocumented resources important to the community.</p> <p>An intensive archaeological and built environment survey is necessary for both the Swenson and Van Buskirk project areas to determine the presence of cultural resources in the project areas and the impact/effect of the projects to those resources.</p> <p>Previously identified but unevaluated resources require evaluation for the National Register and California Register.</p>	
Possible Permits Required		
Federally Designated Waterways	USACE CWA Section 404 Nationwide Permit or individual permit (for impacts over 0.5 acre) and Central Valley Regional Board CWA Section 401 Water Quality Certification for any impacts to wetland and nonwetland waters of the US, including the rivers, creeks, sloughs, unmaintained ponds, and any other features identified within the project limits, such as the ephemeral feature on the Swenson property.	The actual impacts from the final design will be assessed during the entitlement and environmental analysis as outside agency coordination and comment will be required. All permits must be obtained prior to construction of improvements.
Impacts to Streams/Banks	FGC Sections 1600 et seq. Lake or Streambed Alteration Agreement for any impacts to streambed/banks and associated riparian vegetation, including the features listed in the 404 Nationwide Permit requirements.	The actual impacts from the final design will be assessed during the entitlement and environmental analysis as outside agency coordination and comment will be required. All permits must be obtained prior to construction of improvements.
State Designated Waterways	Central Valley Regional Board Porter-Cologne Section 13263 Waste Discharge Requirements for any impacts to the isolated, maintained ponds in the golf courses.	The actual impacts from the final design will be assessed during the entitlement and environmental analysis as outside agency coordination and comment will be required. All permits must be obtained prior to construction of improvements.

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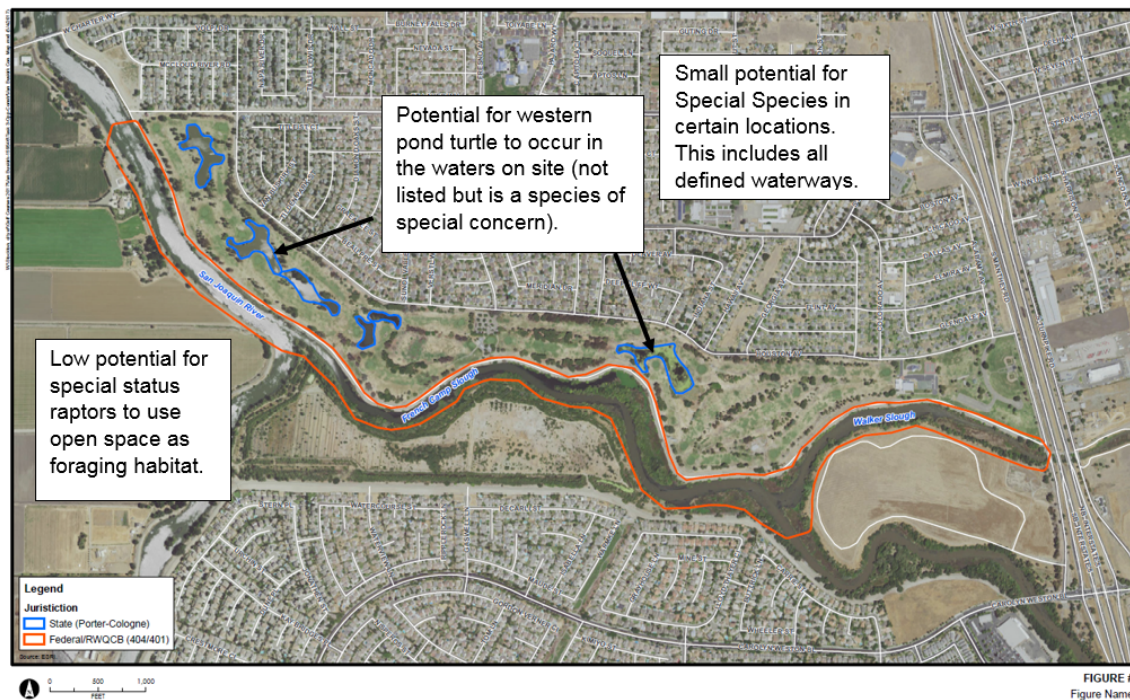
Impact	Item Required	Timing
Tree Removal	Heritage Oak Tree Removal Permit Application pursuant to the City of Stockton ordinance for the removal of any valley oak, coast live oak, or interior live oak (with trunk diameter > 16 inches at 24 inches above natural grade).	Prior to construction; however, an arborist report for removed trees must occur prior to entitlement and environmental review.
Historic Resources for the National Register and/or California Register	Cultural resources found in the project areas will require evaluation for the National Register and/or California Register. For archaeological resources, evaluation generally entails limited subsurface excavations, analysis of recovered constituents, and application of the significance criteria. The lead federal agency is responsible for recommending National Register and/or California Register eligibility to the SHPO. The SHPO makes the final eligibility determination. The federal lead agency, in cooperation with the local lead agency for CEQA, prepares a Finding of Effect (FOE) report to assess effects of the project on National Register and California Register eligible resources and the appropriate means of resolving adverse effects. If the project adversely affects cultural resources eligible for either register, mitigation will be necessary. The SHPO must concur with the FOE and proposed mitigation.	Evaluation for built environment resources under CEQA and Section 106. It is anticipated the project will contain specific conditions or approval and/or mitigation measures to ensure cultural protections prior to and during the construction phase.
Entitlement Review	This could include a Master Plan that would require a General Plan and Zoning Amendment.	Entitlements with environmental documentation will be required prior to construction of any new design.

APPENDIX C: Constraints Maps

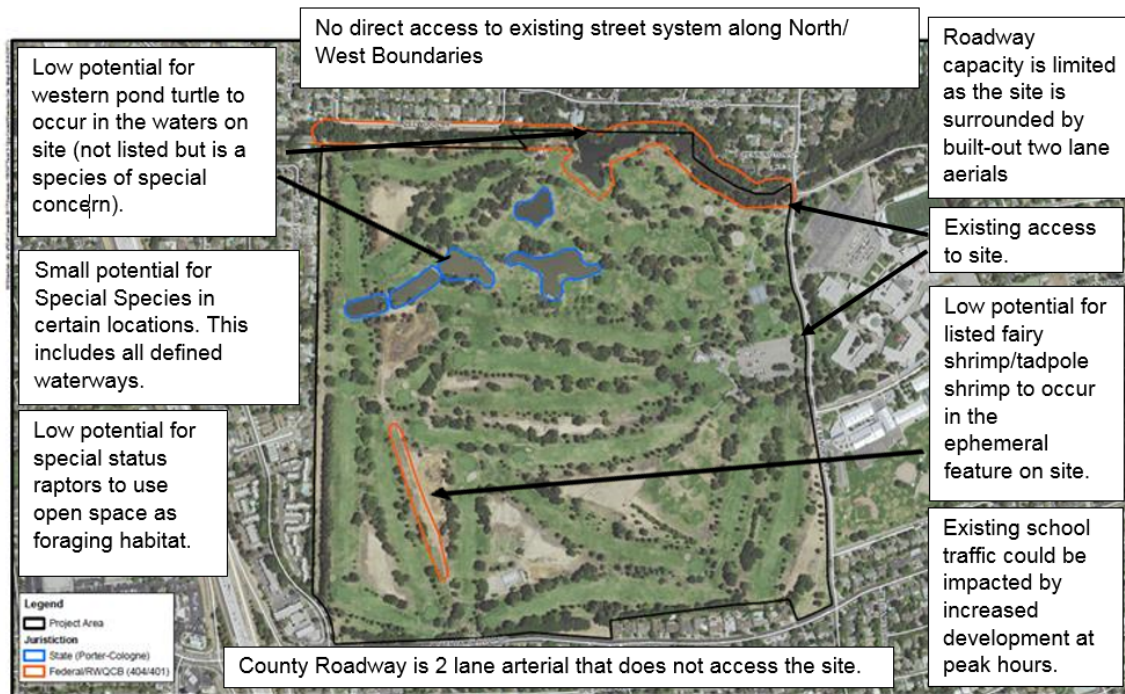
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The constraints maps below identify features that may require additional reports and federal/state permitting.

Swenson Golf Course



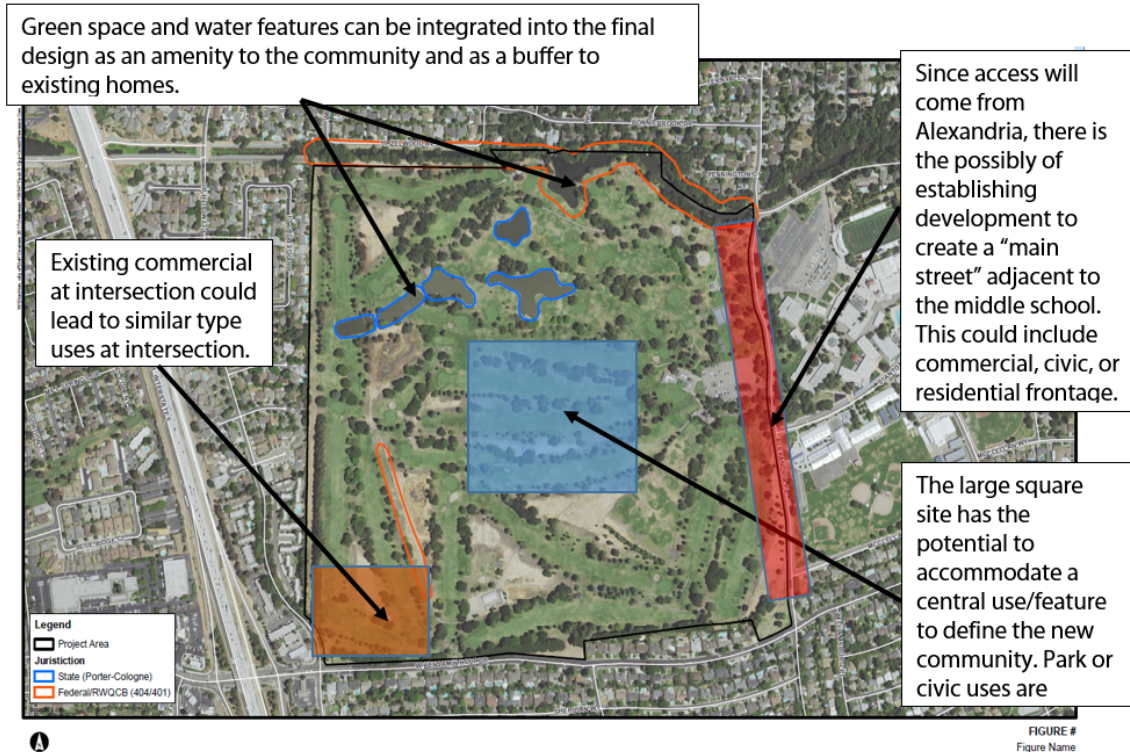
Van Buskirk Golf Course



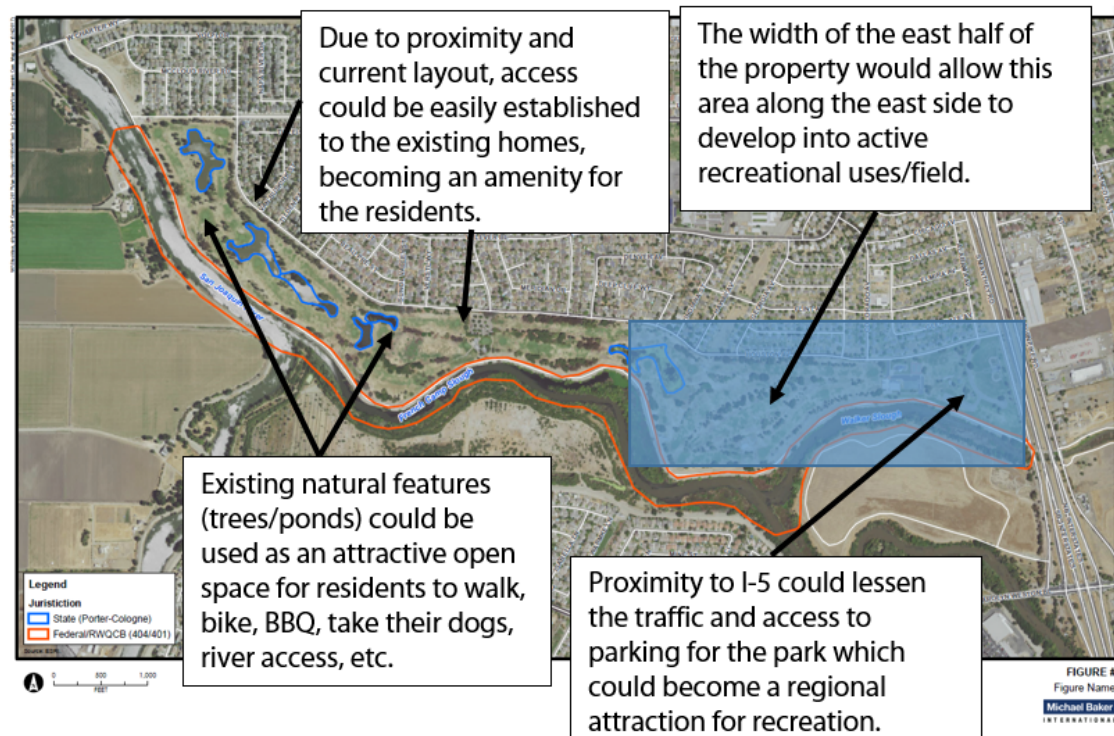
APPENDIX D: Opportunities Map

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Swenson Golf Course



Van Buskirk Golf Course



APPENDIX E: Cultural, Tribal-Cultural, Paleontological and Historical Resource Definitions and Regulatory Setting

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Concepts and Terminology

The below definitions are used for the identification of cultural resources, tribal cultural resources, and paleontological resources.

Cultural resources include archaeological and built environment resources. Definitions provided in the National Register of Historic Places (National Register) and adopted by the California Office of Historic Preservation (OHP) are below.

- **Archaeological resources** are defined as sites in the National Register and by OHP. These resources are subsurface human cultural remains that are over 50 years old. Archaeological resources in the region are generally divided into two temporal categories: prehistoric (12,000 years ago–1541) and historic-period (1542–50 years ago).
 - **Site:** A site is the location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archaeological value regardless of the value of any existing structure.
- **Built environment** resources are defined as buildings, structures, objects, and districts in the National Register and by OHP.
 - **Building:** A building, such as a house, barn, church, hotel, or similar construction, is created principally to shelter any form of human activity. "Building" may also be used to refer to a historically and functionally related unit, such as a courthouse and jail or a house and barn.
 - **Structure:** The term "structure" is used to distinguish from buildings those functional constructions made usually for purposes other than creating human shelter.
 - **Object:** The term "object" is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment.
 - **District:** A district possesses a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development.
 - **Designed historic landscape:** A designed historic landscape is a designed landscape such as a park, battlefield, or golf course.

Tribal cultural resources are defined in CEQA as a site, feature, place, cultural landscape, sacred place, or object with cultural value to a California Native American tribe, which may include nonunique archaeological resources previously subject to limited review under CEQA.

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- **Historic properties:** is a term defined by the National Historic Preservation Act as any prehistoric or historic district, site, building, structure, or object included in, or eligible for inclusion on, the National Register, including artifacts, records, and material remains related to such a property.
- **Historical resource:** As described in CEQA, includes buildings, sites, structures, objects, districts, or designed historic landscapes, each of which may have historical, prehistoric, architectural, archaeological, cultural, or scientific importance and is eligible for listing or is listed in the California Register of Historical Resources (California Register) or a local register of historical resources. The California Register includes resources listed in, or formally determined eligible for listing in, the National Register, as well as some California State Landmarks and Points of Historical Interest.

Paleontological resources are defined as a locality containing vertebrate, invertebrate, or plant fossils (i.e., fossil location, fossil bearing formation, or a formation with the potential to bear fossils).

Federal Regulatory Framework

Section 106 of the National Historic Preservation Act

Federal regulations for cultural resources are primarily governed by Section 106 of the National Historic Preservation Act of 1966, which applies to actions taken by federal agencies. The goal of the Section 106 review process is to offer a measure of protection to historic properties determined eligible for listing on the National Register. The criteria for determining National Register eligibility are found in Title 36 Code of Federal Regulations (CFR) Part 60. Section 106 of the National Historic Preservation Act requires federal agencies to take into account the effects of their undertakings on historic properties and affords the federal Advisory Council on Historic Preservation a reasonable opportunity to comment on such undertakings. The council's implementing regulations, "Protection of Historic Properties," are found in Title 36 CFR Part 800. All projects using federal funds must follow regulations outlined in Section 106.

Section 4(f) of the Department of Transportation Act

Furthermore, if an undertaking is funded by the Federal Highway Administration (FHWA), a Section 4(f) evaluation may be necessary. The Department of Transportation Act (DOT Act) of 1966 includes a special provision—Section 4(f)—which stipulates that FHWA and other DOT agencies cannot approve the use of land from publicly owned parks, recreational areas, wildlife and waterfowl refuges, or public and private historical sites unless the following conditions apply:

- 1) There is no feasible and prudent avoidance alternative to the use of land; and the action includes all possible planning to minimize harm to the property resulting from such use; or
- 2) The FHWA determines that the use of the property will have a *de minimis* impact.

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American Indian Religious Freedom Act

The American Indian Religious Freedom Act, Title 42 United States Code Section 1996, protects Native American religious practices, ethnic heritage sites, and land uses.

State Regulatory Framework

California Environmental Quality Act

Under CEQA, public agencies must consider the impacts of their actions on both historical resources and unique archaeological resources. Pursuant to Public Resources Code Section 21084.1, a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant impact on the environment. Section 21083.2 requires agencies to determine whether proposed projects would have impacts on unique archaeological resources.

Historical resource is a term with a defined statutory meaning (Public Resources Code Section 21084.1; determining significant impacts to historical and archaeological resources is described in CEQA Guidelines Section 15064.5[a], [b]). Under Section 15064.5(a), historical resources include the following:

- 1) A resource listed in, or determined to be eligible by the State Historical Resources Commission, for listing in the California Register of Historical Resources (Public Resources Code Section 5024.1).
- 2) A resource included in a local register of historical resources, as defined in Public Resources Code Section 5020.1(k) or identified as significant in a historical resource survey meeting the requirements of Section 5024.1(g), will be presumed to be historically or culturally significant. Public agencies must treat any such resource as significant unless the preponderance of evidence demonstrates that it is not historically or culturally significant.
- 3) Any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be historically significant or significant in the architectural, engineering, scientific, economic, agricultural, educational, social, political, military, or cultural annals of California may be considered to be a historical resource, provided the lead agency's determination is supported by substantial evidence in light of the whole record. Generally, a resource will be considered by the lead agency to be historically significant if the resource meets the criteria for listing in the California Register (Public Resources Code Section 5024.1), including the following:
 - a. Is associated with events that have made a significant contribution to the broad patterns of California's history and cultural heritage;
 - b. Is associated with the lives of persons important in our past;

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- c. Embodies the distinctive characteristics of a type, period, region, or method of construction, or represents the work of an important creative individual, or possesses high artistic values; or
 - d. Has yielded, or may be likely to yield, information important in prehistory or history.
- 4) The fact that a resource is not listed in, or determined to be eligible for listing in the California Register, not included in a local register of historical resources (pursuant to Public Resources Code Section 5020.1(k)), or identified in a historical resources survey (meeting the criteria in Section 5024.1(g)) does not preclude a lead agency from determining that the resource may be a historical resource as defined in Section 5020.1(j) or 5024.1.

Historic resources are usually 50 years old or older and must meet at least one of the criteria for listing in the California Register, described above (such as association with historical events, important people, or architectural significance), in addition to maintaining a sufficient level of physical integrity.

Properties of local significance that have been designated under a local preservation ordinance (local landmarks or landmark districts) or that have been identified in a local historical resources inventory may be eligible for listing in the California Register and are presumed to be historical resources for purposes of CEQA unless a preponderance of evidence indicates otherwise (Public Resources Code Section 5024.1 and Title 14 California Code of Regulations Section 4850). Unless a resource listed in a survey has been demolished, lost substantial integrity, or there is a preponderance of evidence indicating that it is otherwise not eligible for listing, a lead agency should consider the resource to be potentially eligible for the California Register.

For historical resources, CEQA Guidelines Section 15064.5(b)(3) indicates that a project following 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, is considered to be mitigating impacts to a less than significant level.

As noted above, the act also requires lead agencies to consider whether projects will impact unique archaeological resources. Public Resources Code Section 21083.2(g) states,

"Unique archaeological resource" means an archaeological artifact, object, or site about which it can be clearly demonstrated that, without merely adding to the current body of knowledge, there is a high probability that it meets any of the following criteria:

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

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Treatment options under Section 21083.2 include activities that preserve such resources in place in an undisturbed state. Other acceptable methods of mitigation under Section 21083.2 include excavation and curation or study in place without excavation and curation (if the study finds that the artifacts would not meet one or more of the criteria for defining a unique archaeological resource).

CEQA Guidelines Section 15064.5(e) requires that excavation activities stop whenever human remains are uncovered and that the county coroner be called in to assess the remains. If the county coroner determines that the remains are those of Native Americans, the Native American Heritage Commission must be contacted within 24 hours. At that time, the lead agency must consult with the appropriate Native Americans, if any, as timely identified by the commission. Section 15064.5 directs the lead agency (or applicant), under certain circumstances, to develop an agreement with the Native Americans for the treatment and disposition of the remains.

In addition to the mitigation provisions pertaining to accidental discovery of human remains, the guidelines also require that a lead agency make provisions for the accidental discovery of historical or archaeological resources, generally. Pursuant to Section 15064.5(f), these provisions should include "an immediate evaluation of the find by a qualified archaeologist. If the find is determined to be an historical or unique archaeological resource, contingency funding and a time allotment sufficient to allow for implementation of avoidance measures or appropriate mitigation should be available. Work could continue on other parts of the building site while historical or unique archaeological resource mitigation takes place."

Impacts to Historical Resources

Following Public Resources Code Sections 21083.2 and 21084.1, CEQA Section 15064.5, and CEQA Guidelines Appendix G, cultural resource impacts are considered to be significant if project implementation results in any of the following:

- 1) Causes a substantial adverse change in the significance of a historical resource as defined in Public Resources Code Section 21084.1 and CEQA Guidelines Section 15064.5, respectively.
- 2) Causes a substantial adverse change in the significance of an archaeological resource as defined in CEQA Guidelines Section 15064.5.
- 3) Directly or indirectly destroys a unique paleontological resource or site or unique geological feature.
- 4) Disturbs any human remains, including those interred outside of formal cemeteries.
- 5) Causes a substantial adverse change in the significance of a tribal cultural resource as defined in Public Resources Code 21074.

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CEQA Guidelines Section 15064.5 defines “substantial adverse change” as physical demolition, destruction, relocation, or alteration of the resource or its immediate surroundings such that the significance of a historical resource is materially impaired.

CEQA Guidelines, Section 15064.5(b)(2) defines “materially impaired” for purposes of the definition of substantial adverse change as follows:

The significance of an historical resource is materially impaired when a project:

- (A) Demolishes or materially alters in an adverse manner those physical characteristics of an 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 that account for its inclusion in a local register of historical resources pursuant to section 5020.1(k) of the Public Resources Code or its identification in an historical resources survey meeting the requirements of 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.*

CEQA requires that if a project would result in an impact that may cause a substantial adverse change in the significance of a historical resource or would cause significant effects on a unique archaeological resource, then alternative plans or mitigation measures must be considered. Therefore, prior to assessing impacts or developing mitigation measures, the significance of cultural resources must first be determined. The steps that are normally taken in a cultural resources investigation for CEQA compliance are as follows:

- Identify potential historical resources and unique archaeological resources.
- Evaluate the eligibility of cultural resources.
- Evaluate the impacts of the project on eligible historical resources.

California Health and Safety Code

California Health and Safety Code Section 7050.5 regulates the procedure in the event of human remains discovery. Pursuant to Public Resources Code Section 5097.98, in the event of human remains discovery, no further disturbance is allowed until the county coroner has made the necessary findings regarding the origin and disposition of the remains. If the remains are determined to be Native American, the coroner is required to contact the Native American

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Heritage Commission. The commission is responsible for contacting the most likely Native American descendent, who will consult with the local agency regarding how to proceed with the remains. According to CEQA Guidelines Section 15064.5, all human remains are a significant resource.

Senate Bill (SB) 18

California Government Code Section 65352.3 incorporates the protection of California's traditional tribal cultural places into land use planning for cities, counties, and agencies by establishing responsibilities for local governments to contact, refer plans to, and consult with California Native American tribes as part of the adoption or amendment of any general plan or specific plan. SB 18 requires public notice to be sent to tribes listed on the Native American Heritage Commission's SB 18 Tribal Consultation list within the geographical areas affected by the proposed changes. Tribes must respond to a local government notice within 90 days (unless a shorter time frame has been agreed upon by the tribe), indicating whether or not they want to consult with the local government. Consultations are for the purpose of preserving or mitigating impacts to places, features, and objects described in Public Resources Code Sections 5097.9 and 5097.993 that may be affected by the proposed adoption or amendment to a general plan or specific plan.

Assembly Bill (AB) 52

On September 25, 2014, California's governor, Jerry Brown, signed AB 52, which created a new category of environmental resources that must be considered under CEQA: "Tribal Cultural Resources." The legislation imposes new requirements for consultation regarding projects that may impact a tribal cultural resource, includes a broad definition of what may be considered to be a tribal cultural resource, and includes a list of recommended mitigation measures.

In recognition of California Native American tribal sovereignty and the unique relationship of California local governments and public agencies with California Native American tribal governments, and respecting the interests and roles of project proponents, it is the intent of the Legislature, in enacting this act, to accomplish all of the following: (1) Recognize that California Native American prehistoric, historic, archaeological, cultural, and sacred places are essential elements in tribal cultural traditions, heritages, and identities. (2) Establish a new category of resources in the California Environmental Quality Act called "tribal cultural resources" that considers the tribal cultural values in addition to the scientific and archaeological values when determining impacts and mitigation. (3) Establish examples of mitigation measures for tribal cultural resources that uphold the existing mitigation preference for historical and archaeological resources of preservation in place, if feasible. (4) Recognize that California Native American tribes may have expertise with regard to their tribal history and practices, which concern the tribal cultural resources with which they are traditionally and culturally affiliated. Because the California Environmental Quality Act calls for a sufficient degree of analysis, tribal knowledge about the land and tribal cultural resources at issue should be included in environmental assessments for projects that may have a significant impact on those resources. (5) In recognition of their governmental status,

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establish a meaningful consultation process between California Native American tribal governments and lead agencies, respecting the interests and roles of all California Native American tribes and project proponents, and the level of required confidentiality concerning tribal cultural resources, at the earliest possible point in the California Environmental Quality Act environmental review process, so that tribal cultural resources can be identified, and culturally appropriate mitigation and mitigation monitoring programs can be considered by the decision making body of the lead agency. (6) Recognize the unique history of California Native American tribes and uphold existing rights of all California Native American tribes to participate in, and contribute their knowledge to, the environmental review process pursuant to the California Environmental Quality Act (Division 13 (commencing with § 21000) of the Public Resources Code). (7) Ensure that local and tribal governments, public agencies, and project proponents have information available, early in the California Environmental Quality Act environmental review process, for purposes of identifying and addressing potential adverse impacts to tribal cultural resources and to reduce the potential for delay and conflicts in the environmental review process. (8) Enable California Native American tribes to manage and accept conveyances of, and act as caretakers of, tribal cultural resources. (9) Establish that a substantial adverse change to a tribal cultural resource has a significant effect on the environment.

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