MINUTE ITEM

This Calendar Item No. 26
was approved as Minute Item
No. 26 by the State Lands
Commission by a viete of
to 6 at its 2006

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05/22/86 W 23451 Horn Gorfain

CONSIDERATION OF ENTERIM REPORT ON THE SACRAMENTO RIVER CARRYING CAPACITY STUDY AND APPROVAL OF AUGMENTATION OF CONTRACT IN AN AMOUNT NOT TO EXCEED \$30,000

During consideration of Calendar Item 26 attached, Commission-Alternate Ordway requested that the Final Report on the River Study be prosented to the Commission prior to the August 28 Commission Meeting, if possible.

The River Study Consultants indicated that additional studies could be completed by mid-July.

Lance Kiley, Chief of Land Management and Conservation, indicated that staff would apply every effort possible to present final report to the Commission prior to August 28.

Upon motion duly made and carried, the Resolution in Calendar Item 26 was approved as presented, by a vote of 2-0.

Attachment: Calendar Item 26.

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05/22/86 W 23451 Horn Gorfain

CONSIDERATION OF INTERIM REPORT ON THE SACRAMENTO RIVER CARRYING CAPACITY STUDY AND APPROVAL OF AUGMENTATION OF CONTRACT IN AN AMOUNT NOT TO EXCEED \$30,000

BACKGROUND:

On July 12, 1984, the State Lands Commission imposed a moratorium on marina development along the Sacramento River within Sacramento and Yolo counties, until a comprehensive study of the cumulative effect of existing and proposed marina development on the River's carrying capacity is completed.

The moratorium was precipitated by a recent proliferation of new marina and marina expansion proposals, a growing concern over the competing use conflicts on the river, and the potential adverse effects which could result from piecemeas development.

STUDY APPROACH

The purpose of the study was to assess the marina carrying capacity of the Sacratio River from River Mile (RM) 44.8, approximately 1 1/2 miles below FreeDrt, upriver to RM 76.0, just above the Sacramento/Sutter county line. Carrying capacity is defined as "the extent to which the Sacramento River and its adjacent banks can carry marina development without significant negative impact on other human, ecological or water quality benefits associated with the river system."

A principal focus of the study was to develop criteria which could be used by the Commission and local agencies to evaluate what level of marina development could be accommodated within the study area, in balance with competing uses for the river and with resource protection. The study would provide the Commission, other public agencies, and prospective developers

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with a common information base to: a) use in their respective planning efforts; b) assess specific project proposals in a more comprehensive way; and, c) incorporate relevant information into future project and site specific environmental impact reports.

PLENNING AND CONDUCTING THE STUDY

After the Commission directed the staff to proceed with the study process, the staff conducted several meetings with local government officials, and politicians representing a cross-section of the population of the study area. The purpose of these meetings was to scope the study, and to familiarize policy makers with the concept of the study. The staff then conducted a water-borne tour of the study area for the affected decision makers. After scoping was complete, the staff met with a number of potential consultants to discuss the proposed scope and the probable cost of the study. Armed with information from this process, staff, with the concurrence of the Commission, developed funding through the budget process for the 85-86 fiscal year, selected a consultant, and began the study.

The contractor, a joint venture of Riparian Systems of Mill Valley and Meyer Resources of Davis, was charged with examining a number of marina-related factors that were thought to affect the river and its users. Some of these factors included:

1) effects of boat wakes on the levee system; 2) competing uses of the river; 3) river congestion; 4) air and noise pollution; 5) water quality; 6) aesthetic environment;
7) riparian habitat; 8) fisheries habitat; 9) local and regional plans and land use; and 10) archaeological impacts.

STUDY CONCLUSIONS AND RECOMMENDATIONS

An executive summary is attached as an exhibit which details report findings, conclusions and recommendations. The contractor has submitted a detailed report in support of its findings which contains a wide range of specific conclusions and recommendations on such diverse topics as: a) Traveling Conditions for Boats on the River, b) Multiple Use Conflicts and Crowding on the River, c) Economic Viability of Marinas; d) Threatened and Endangered Species; e) Waste Control; f) River Levees; and g) Off-Stream Marinas.

CALENDAR ITEM NO .. 26 (CONT'D)

The consultant has emphasized the importance of participation in the policy-making process by all affected agencies and by the public. Staff strongly agrees. User group input, especially, is very important in the decision-making process. Because many of the report's conclusions and recommendations may affect the rights of the public and other governmental agencies, staff recommends that the report be submitted to all local governments and other interested persons for review and comment.

ADDITIONAL STUDY

The Contractor believes that additional field work is needed to substantiate some of the conclusions in the report concerning congestion on the river resulting from launching ramps and peak—use periods. The additional work is necessary because the contractor could not begin the study until last fall and therefore could not measure the effects of peak—use of the river which usually occurs during the summer months. Staff review of the report leads us to conclude that the additional effort regarding peak—use would be useful and provide corroborative data in support of the study's conclusions and recommendations.

Staff review of the study indicates that the section dealing with marinas and river levees (Section 11 of the Executive Summary and various pages within the report), while it does deal adequately with the issue of the integrity of the levee system itself, does not address the effects of boat wave-wash on the berms waterward of the levees in the study affea. Many residences are built on the berms, and the staff believes that further study of the wave-wash issue is warranged. The consultant has pointed but to staff that no definitive study of wave-wash from small vessels exists, except for classified tudies done for the United States Navy. The consultant proposes to individually survey property owners in the affected areas, and to consult designers of shore protection facilities who have worked on the berm areas. Staff recommends that this further study be authorized and that this information be included in the final report to the Commission.

Staff recommends that Commission's moratorium on commercial marina development not be lifted until the peak-use/wave-wash study, and the public review and comment process, are completed.

CALENDAR ITEM NO. 2-6 (CONT'D)

TIMING

The peak use study should be timed to include at least the Memorial Day Weekend and the Fourth of July Weekend, as well as intervening summer weekends. The additional work on wave-wash could be done simultaneously. Staff proposes to continue the public and agency review process of the main body of the study, if it is approved for release today, through July 31, and to have a final report for the Commission for the August calendar.

EXHIBIT:

A. Executive Summary.

IT IS RECOMMENDED THAT THE COMMISSION:

- 1. FIND THAT THE CONSIDERATION OF THIS INTERIM REPORT ON THE RIVER STUDY REPORT IS EXEMPT FROM THE REQUIREMENTS OF THE CEQA PURSUANT TO 14 CAL. ADM. CODE 15061 BECAUSE THE ACTIVITY IS NOT A PROJECT AS DEFINED BY P.R.C. 21065 AND 14 CAL. ADM. CODE 15378.
- 2. AUTHORIZE THE DISTRIBUTION OF THE INTERIM SACRAMENTO RIVER MARINA CARRYING CAPACITY STUDY BY RIPARIAN SYSTEMS/MEYER RESOURCES, WHICH IS ON-FILE IN THE PRINCIPAL OFFICE OF THE COMMISSION AND BY REFERENCE MADE A PART HEREOF, FOR PUBLIC REVIEW AND COMMENT; AND DIRECT STAFF TO REPORT BACK TO THE COMMISSION AT THE AUGUST COMMISSION MEETING.
- 3. APPROVE AUGMENTATION OF CONTRACT # C 8462 FOR AN AMOUNT NOT TO EXCEED \$30,000 TO SUPPLEMENT THE DATA PRESENTED IN THE ABOVE-REFERENCED STUDY.
- 4. MAINTAIN ITS MORATORIUM ON FURTHER DEVELOPMENT OF COMMERCIAL MARINA FACILITIES IN THE SACRAMENTO RIVER UNTIL A FINAL STUDY REPORT IS COMPLETED AND SUBMITTED WHICK INCORPORATES PUBLIC REVIEW AND COMMENTS, ALONG WITH THE RESULTS OF THE ADDITIONAL STUDY OF PEAK USE AND WAVE-WASH EFFECTS ON BERMS IS COMPLETED AND SUBMITTED TO THE COMMISSION FOR ITS CONSIDERATION.

Sacramento River Marina Carrying Capacity Analysis

Executive Summary

The purpose of this analysis is to assess the marina carrying capacity of the Secramento River from River Mile (RM) 44.8, approximately 1 1/2 miles below Freeport, unriver to RM 76.0, just above the Sacramento/Sutter county line. Carrying capacity is defined as "the extent to which the Sacramento River and its adjacent banks can carry marina development without significant negative impact on other human, ecological or water quality benefits associated with the river system." This analysis further divides the river study area into 5 reaches. These reaches are described in Executive Table 1 and illustrated in Figure 1 (following page 4 of the main report).

There are presently 21 operating marinas on the river. In general, they have a 95+ percent occupancy rate in the May through August/ September peak period, with an approximate 75 percent occupancy rate in winter months. It appears clear that demand for moorage exceeds supply during the peak use period, particularly for vessels in larger size classes. For boaters who moor at marinas, slip rental is estimated to account for a relatively small portion of average boating costs, and industry-wide rental charges do not widely affect demand for moorage. Considerable price competition exists between individual facilities, however, particularly from public agency marinas which characteristically charge less for slip rentals. This practice is considered economically destablizing by private marina operators, Tie up facilities not affering permanent moorage are treated separately in our report.

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River Reaches in the Study Area

Reach No.	River Mile Reference	Reach Description
1	RM 44.8 to 53.5	This reach begins just below the proposed Sacramento County marida, and includes Cliff's, Freeport, Dock Holiday, Light 29, Garcia Bend and Stan's Marinas.
?	RM 53.5 to 55.5	This reach begins downstream of the Four Seasons Marina, and extends upriver two miles to include Sherwood Marina, Sacramento Yacht Club and Captain's Table.
3 ·	RM 5.5.5 to 57.5	This reach extends upriver from the Sacramento Yach.t Club to the Sacramento Deep Water Ship Channel.
4	RM: 57.5 to 62.0	This reach extends from the Sacramento Deep Water Ship Channel upstream to the gaging station near Bryte Yard. It includes the Sacramento Yacht Harbor at Miller Park, Ramos Oil, Raley's, Discovery Park, the Broderick boat ramp, Chart Room, Viewpoint, River Galley, Village, Riverbank, Virgin Sturgeon, Riverview, and Dwyer's Landing marinas, and proposed facilities at Sacramento and Broderick.
5	RM 62.0 to 76.0	This reach extends from Bryte Yard to the upstream end of the study area just downstream from Rio Ramaza. It includes Metro and Alamar marinas, a proposed marina at Sand Cove and boat ramps at Elkhorn Regional Park (Yolo), and at the Elkhorn Ferry Site (Sacramento).

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The greatest majority of boat owners in Sacramento and Yolo counties reach the river via launching ramps. However, during peak weekend days, launching ramps so constrain access by these boaters that it appears traffic generated from launching ramps and from marinas may be about equal on the river. During non-peak times, boats from launching ramps are more numerous. Boater activity during peak periods is relatively intense from urban Sacramento downstream to the southern study boundary (Reaches 1 through 4). Activity in Reach 5 upstream from Bryte is less intense. Overall, boat fishing accounts for almost 60 percent of boater activity in the study area. General cruising accounts for about 36 percent. Water and jet skiing accounts for less than 5 percent of total activity.

Strongest constraints to further marina expansion on the river relate to ability of boats to maintain a reasonable speed while traveling, and to the need to protect remnant riparian vegetation, fish and wildlife. The Sacramento River is relatively narrow, and traveling craft must slow to 5 MPH when within 200 feet of moored vessels. In Reach 4 from Dwyer's Landing downstream to Miller Park, existing marinas now largely constrain river travel to the 5 MPH limit. Unmanaged future marina development in the study area could progressively reduce the ability of both recreation and commercial boats to maintain a reasonable traveling speed in other river reaches. Riparian vegetation along the Sacramento River has been reduced to a remnant 5 percent of its pre-development abundance. Remaining trees, shrubs and associated vegetation are vitally important to human enjoyment of the river corridor and to birds and animals. In this report, we propose a "no further net, loss" policy

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for riparian vegetation, together with a strategy to make that objective compatible with further marina expansion. Maintenance of water quality and management of user conflicts on the river, particularly respecting water and jet sking, are also significant concerns. A full display of the marina related issues and effects we have examined, with associated recommendations, is provided in Executive Table 2. Jurisdictional issues associated with our conclusions and recommendations are discussed in Section VIII (pg. 101 ff.)

The Sacramento River provides a diverse array of human, ecological, water quality and recreation benefits to citizen, of Sacramento and Yolo counties. Left to random development, the river corridor is rapidly reaching carrying capacity limitations in several areas. With proper management, we believe these limitations can be overcome, and that marina patrons and other river users can enjoy the river for many years into the future.

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A Summary of Conclusions and Recommendations Concerning Marina Development and its Effects on Other River -Related Benefits

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HUMAN USE AND BENEFITS

- 1. Traveling Conditions for Boats on the River
- la. Traveling at speed is now largely preempted for Reach 4.
- 1b. Traveling boats are now generally required to reduce speed or go to the far side of the channel when in other river reaches.
- 1c. New instream marina development in Reaches 1, 2, 3, & 5 will eventually. limit traveling speeds in these reaches, as it has in Reach 4.
- ld. Boats traveling at speed too close to marinas create damage and inconvenience with their wakes.

- 1.1 Restrict new instream marina development to to Reach 4, and apply a 5 MPH boating speed limit in that reach.
- 1.2 Do not allow new marinas in Reach 4 to intrude further into the river passing instream marinas than existing marinas.
 - 1.3 Expansion of existing marinas could be a permitted use in all river reaches, subject to meeting other criteria .. specified in this report (including Rec. 1.2 above).
 - 1.4 Do not allow new instream marinas to be constructed directly opposite an existing marina.
 - 1.5 Develop stable funding to ensure continued operation of the accessing lock to the Sacramento Deep Water Ship Channel.
 - 1.6 Encourage a cooperative speed signing program on the river.
 - 1.7 Establish a more effective standard to assess and remove inebriated/irresponsible boaters from the river.
 - 1.8 Encourage a cooperative review of enforcement and safety capabilities on the river.

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Report Page Study Recommendations References Conclusions 2. Multiple Use Conflicts and Crowding on the River 2.1 Prohibit water/jet 22-48, 2a. Generally, river 138-139, user densities in skiing in Reach 4. 143-147, the study area have not reached levels

further marina development. 2b. Sport fishing hot spots at the mouth of the American River and between Garcia Bend and Freeport (approx. RM 46 to 50) can be adversely affected

by other river users

during periods of intense fishing.

that would constrain

- 2c. Conflicts between water/jet skiers and other users are among those potentially most severe on the river.
- 2d. Impact of boat noise upon shore bank residents may be a locally severe problem.

- 2.2 Prohibit water/jet skiing between RM 46 and 50 during fishing seasons.
- 2.3 Consider prohibition of water/jet skiing opposite all study area instream marinas
- 2.4 Consider prohibition of water/jet sking in areas adjacent to private docks (primarily RM>62-68) during the off-peak season (September-May).
- 2.5 Post other areas for water/jet sking, with subsequent private dock development proceeding at owner's risk.
- 2.6 Sign all marinas and launching ramps, re. boater responsibilitiesparticularly for wave wash.
- 2.7 Post speed signs at fishing hot spots during fishing season.
- 2.8 Post warning signs where there are extensive private docks along the river.
- 2.9 Allow no marina development on the Sacramento side to intrude into the waters in front of the American River Parkway.
- 2.10 Adopt noise regulations for the river study area.

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3. Economic Viability of Marinas

- 3a. A healthy demand appears to exist for some expansion of marina facilities in the study area.
- 3b. The economic viability of individual marinas depends on the skills and perspectives of of their management and on the degree to to which each marina has also diversified into non-moorage enterprise centers (i.e., fuel stations, restaurants/bar, shops).
- 3c. All private marinas complain of price undercutting from public facilities.
- 3d. A financially sound private marina is better able to meet its non-revenue public obligations.

3.1 Other things being
equal, the Commission
should give priority
to marinas that propose,
or are expanding toward
a diverse array of
ty enterprise centers. (We
do not consider
s condominiums, office
buildings or residential
developments to be
marina enterprise centers).

4. Public Access to the River

- 4a. In general,
 Sacramento and Yolo
 counties, and the
 City of Sacramento
 emphasize public
 access to the river
 as a policy. No
 coordinated plan to
 provide such access
 is in place, however.
- 4.1 The Commission should participate with the City and the 2 counties to develop a joint urban riverfront linear access policy, and a Sacramento River Corridor Plan.
 - 4-2 Alternatively, the Commission should encourage the 3 local planning agencies to jointly develop a Sacramento River Corridor element of their General Plans.

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ECOLOGICAL USES AND BENEFITS

5. General Ecological Wellbeing

- provides important benefits to human, wildlife and fishery populations-and is a useful indication of ecological wellbeing in the study area.
- 5a. Riparian vegetation 5.1 To the extent possible, combine avoidance and and restorative strategies to ensure no net loss of riparian habitat within each marina dévelopment/expansion site.

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- 5b. Remaining riparian vegetation along the Sacramento River amounts to less than 5 percent of its pre-development abundance.
- 5c. On the basis of 5a and 5b, above, we conclude that residents, wildlife and fish of the Sacramento River study area can afford no further net loss of riparian habitat.
- 5.2 Where 5.1 is not fully effective, the marina developer should use acquisitien and planting techniques to ensure restoration of productively arian equivaien* were in the habitat e same rive. .each.
- 5.3 Where 5.1 and 5.2 are not fully effective, the marina developer should extend strategy 5.2 %o the full study area.
- 5.4 Replacement through acquisition or restoration of riparian habitat outside the study area is not recommended, because it does not respond to the loss of least habitat productivity.
- 5.5 Experts from the California Department of Fish and Game and the U.S. Fish and Wildlife Service should be consulted with respect to equivalent riparian habitat productivity.
- 5.6 Strong emphasis should be placed on exhausting possibilities under strategy 5.1, before strategies 5.2 and 5.2 are considered.

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6. Threatened or Endangered Species

- fa. Three threatened species, the Swainson's Hawk, the California Yellow Billed Cuckoo and the Valley Elderberry Longhorned Beetle have been reported to use the the study area, and require special treatment in any policy governing marina expansion.
- 6.1 The California

 Department of Fish and
 Game and the U.S. Fish and
 Wildlife Service should
 be closely consulted with
 respect to avoidance and
 protection of threatened
 species and their habitats:
 - 6.2 Where riparian habitats or threatened species may be significantly impacted by a proposed marina development, an EIR should be required.

WATER QUALITY USES AND BENEFITS

7. Waste Control

7a. The greatest portion of human sewage from boats is presently being discharged directly into the river. To the best of our knowledge, only one pumpout station is presently operational on the river. This situation is not acceptable in a river frequented by fishermen and swimmers.

- 7.1 The Commission should require adequate and operational pumpout stations and holding tank facilities at all marinas, as a condition of development, expansion or lease renewal. Boat hookups should be placed on the in-channel side of marinas, and in all instances should be accessible to boaters.
- 7.2 The need for similar facilities at launching ramps should be closely examined, and if a ne/ed is confirmed, similar requirements instituted there.
- 7.3 All marinas should be required to place litter disposal bins on their docks, at locations convenient to boaters.

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- 7.4 The Commission should encourage local jurisdictions to conduct a joint assessment of the adequacy of public washrooms in the study area, and to provide for any facility needs that are identified.
- 7.5 The Commission should consider standards for mooring, waste holding and shore service umbilicals for all live-aboard vessels during their ongoing staff study of residential use of tidal and submerged state lands.

8. Toxins

- 8a. Early evidence suggests that tributyltin-oxide, now widely used in bottom paints for boa@s, may be extremely toxic to fish, with possible deleterious effects for humans as well.
- 8b. Off-stream marina basins can become toxic sinks, if marina design and systems for for water circulation are not adequate.
- 8.1 The Commission should request an immediate determination from appropriate State authority as to whether use of paints containing tributyltin-oxide is hazardous.
- 8.2 An expert workshop should be considered to focus available knowledge on the problem identified in 8a.
 - 8.3 An interim advisory notice concerning the possible consequences of use of paints containing tributyltinexide should be issuedand posted at all marinas and launching ramps.
 - 8.4 An approved *best wood preservative" list should te developed and distributed to marina owners and boaters.

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- 8.5 Boat maintenance facilities should be monitored for their handling of hull paint residues.
- 8.6 Engine and hull washing detergents should be certified as safe for use on the Sacramento River.
- 8.7 Control measures and safe disposal standards should be established for boat maintenance and haulout facilities.
- 8.8 Off stream marina sites should be engineered to provide adequate water circulation, and maintenance dredge spoil should be monitored for toxins.

9. Fuel Spills

- 9a. Fuel spills are possible at marina facilities, but are avoidable through installation and proper maintenance of adequate equipment.
- 9.1 Highest quality automatic shut-offs on ald fueling hoses, and EPA approved fuel storage tanks should be a minimum requirement for any new boat fueling facilities.

10. Other Water Quality Issues

- 10a. Bilge water and similar drainage discharge is often dumped back into the river when boats are taken out at launching ramps.
- 10b. Urban runoff in areas ancillary to marinas can also pose a problem.
- 10.1 Consider installation of grated transverse drains across launching ramps to collect bilge discharges and convey them to a dump or buried tank for eventual safe disposal.
 - 10.2 New ancillary areas should consider porous pavement designs, grading to direct drainage away from the river and periodic mechanical sweeps of parking areas.

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MARINAS AND RIVER LEVEES

11. River Levees

- 11a. Boats/skiiers travelling at speed can errode levées in the study area during higher water periods (where the river flows against the levee, not the berm). This will generally occur in the non-summer period.
- 11b. The presence of marinas, by reducing boat speed to 5 MPH, will reduce levee erosion in ajacent areas.
- 11c. Where marina development is coupled with levee improvement work, flood control objectives will be enhanced.
- lld. Multiple use levee management is a preferred objective in the study area. Reference to documents from the State Reclamation Board, DWR and CF&G dealing with joint management to provide flood control and protect ecological values suggests that this objective is attainable.

- 11.1 Levee integrity must be an overriding factor during any marina development, on or off-stream.
- 11.2 Procedures for preserving both levee safety and ecological productivity along the river bank are available from the State Reclamation Board, the California Department of Fish and Game and the California Department of Water Resources and should be utilized during marina development or expansion.
- 11.3 Non-essential vessel travel should be prohibited in the study area during high water periods when levee safety is threatened.
- objectives will be 11.4 The Commission should consider enhanced.

 Convening an inter-agency task force on multiple use management of levees in the study area.

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Study Conclusions	Recommendations -	Report Page References
	OTHER ISSUES	
12. Tie-Un Fagizzties		
12a. Tie-up facilities designed to provide temporary moorage so boaters may go a restaurant, shop, etc. likely do not preempt traveling	in all river reaches, to as long as they don't extend more than 60-70 feet into the river.	1, 156-157
capabilities in adjacent river areas.	12.2 Tie-up facilities should meet all ecological and water quality criteria advanced in this report.	
13. Off-Stream Marinas	12.3 New facilities should not be allowed to expand to marina status after initial designation as tie-up facilities.	
13a. Off-stream marinas do not impede traveling craft, but involve most	13:1 Off-stream marinas . may be considered in all river reaches.	58-86, 87-99, 100, 150-160
of the other issues raised here.	13.2 Off-stream marinas should meet all ecological and water quality criteria advanced in this report.	
14. <u>Historic/Archeologic</u>	al Concerns	
the marina study ar is estimated to be quite high.	archeological concerns n should be met on a	52- 55
14b. Historic and archeologic resource seem to be disperse throughout the students.	ed .	

