



Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

SUBJECT: SAN JOSE FAMILY CAMP
MASTER PLAN APPROVAL

FROM: Julie Edmonds-Mares
Joseph Horwedel

DATE: October 15, 2012

Approved

Date

10-16-12

RECOMMENDATION

- (a) Adopt a resolution adopting the Mitigated Negative Declaration (MND) and the associated Mitigation Monitoring Plan and Report Program (MMRP) prepared for the San José Family Camp (at Yosemite) Master Development Plan (File No. PP11-057) as having been completed in compliance with the California Environmental Quality Act (CEQA) reflecting the City's independent judgment and analysis.
- (b) Approve the San José Family Camp (at Yosemite) Master Plan regarding possible repairs and/or enhancement/improvement projects to this City facility located on Federal land in the Stanislaus National Forest and authorize its submission to the U.S. Forest Service with Alternative 2 being the preferred option of the City.

OUTCOME

Adoption of the MND and approval of the Master Plan will result in the submission of the City's Master Plan for Family Camp to the U.S. Forest Service for approval, as required per the recent five year permit for Camp operations. Acceptance of this Master Plan simply lays out the "alternatives" and associated environmental clearances for future improvements to Family Camp and does not create any new funding obligations on the City. Furthermore, the approved Master Plan will allow the City to solicit grants and other funding opportunities to address the Camp's infrastructure issues.

BACKGROUND

The City has obtained a new 5-year special use permit from the U.S. Forest Service to operate Family Camp on Federal lands. This new permit requires the City to submit a final Master Plan for Family Camp to the U.S. Forest Service by October 31, 2012.

On November 15, 2011, the City Council considered the operations for San José Family Camp (Family Camp) and directed its continued operations by authorizing the City Manager to negotiate and execute a new special use permit agreement with the U.S. Forest Service for a 5-year term and

to complete the Master Plan and environmental documents as required by the U.S. Forest Service. Council also directed two reports per-year on Family Camp be submitted to the Neighborhood Services and Education Committee (NSE) and to the Parks and Recreation Commission (PRC) regarding its operations with the next report scheduled for November 2012.

Family Camp is situated on 46.8 acres of land leased from the Stanislaus National Forest and is located just off State Route 120, at 11401 Cherry Lake Road in Tuolumne County, near the northern entrance to Yosemite National Park. The site has been managed and utilized by the City since 1968 as a summer use facility with up to 72 wood-framed canvas covered tents scattered among the pine and oak trees along the Middle Fork of the Tuolumne River. The facilities support a maximum camper population of 390 per night, with a support population of approximately 40 to 60 staff and volunteers. Family Camp facilities include a dining hall, a patio and deck area, an arts and crafts building, an amphitheater, guest tents, staff units, restrooms, a turf playfield, a playground, service buildings and utility features. These facilities are owned by the City of San José.

The City has prepared the draft Master Plan for Family Camp, which is available for review on the City of San Jose's Family Camp website at <http://www.sanjoseca.gov/prns/familycamp>. One of the main objectives of the Master Plan is to document existing conditions at Family Camp. Several of the Family Camp buildings date back to the first half of the twentieth century. A significant level of deferred maintenance exists due to the age and condition of the facilities.

SUMMARY TABLE OF SAN JOSE FAMILY CAMP MASTER PLAN ALTERNATIVES

Amenity Evaluated	Alt. 1 Status Quo (Repairs & Replacements)	Alt. 2 Dining Hall/Nature Center	Alt. 3 Enlarged Hall/Center Relocations	Alt. 3A Enlarged Hall/Center Amphitheater	Alt. 3B Enlarged Hall/Center Upgrades
Dining Hall	One Story Same Footprint	Two Story Same Footprint	Two Story Enlarged Footprint	Two Story Enlarged Footprint	Two Story Enlarged Footprint
Amphitheater	Upgrade in place	Upgrade in place	Relocate	Relocate	Upgrade in place
Daylighting of Creek under Amphitheater	No	No	Yes Road to River	Yes Road to Beach	No
Children's Play Area	Upgrade in place	Upgrade in place	Relocate	Upgrade in place	Upgrade in place
Solar Carports	No	Yes	Yes	Yes	No
Environmental Work	Yes	Yes	Yes	Yes	Yes
Winterization	No	Yes	Yes	Yes	Yes
Alternative Cost Estimate	\$9.8 million	\$14.9 million	\$16.7 million	\$15.7 million	\$15.0 million

The Master Plan considered five improvement alternatives, with a sixth alternative to close Family Camp as a City program/facility. The primary differences between these improvement alternatives pertain to the dining hall, amphitheater, children's play area, daylighting the creek under the

October 15, 2012

Subject: San Jose Family Camp Master Plan Approval

Page 3

amphitheater by relocating the amphitheater, and the installation of two solar carports. The estimated capital costs for the five improvement alternatives range from \$9.8 to \$16.7 million.

The projects proposed in the Master Plan may cause direct or indirect changes to the environment. Therefore, the California Environmental Quality Act (CEQA) requires the City to conduct an environmental analysis before taking actions to approve the project and/or expending any City funds for improvements. Furthermore, the National Environmental Policy Act (NEPA) requires all federal agencies to prepare an environmental assessment for projects on Federal land. Family Camp is operated on Federal land under a special use permit administered by the U.S. Forest Service and, therefore, is subject to both CEQA and NEPA.

ANALYSIS

As part of the current permit with the U.S. Forest Service, the City is required to submit a comprehensive master plan by October 31, 2012, in order to continue to operate Family Camp. A primary intent of the master plan is to provide a "roadmap" for potential improvement and/or rehabilitation scenarios for future capital projects at Family Camp suggested by staff of the City, or the U.S. Forest Service, and to obtain the appropriate environmental clearances for those improvements.

Prior to approval of the Family Camp Master Plan, the City is required to perform an environmental analysis under CEQA regarding possible environmental impacts caused by the Master Plan. Therefore, staff is requesting that the Mayor and City Council complete the CEQA process by adopting the MND and MMRP and approve the Master Plan. The U.S. Forest Service is the lead agency for NEPA and is responsible for approving the NEPA document for Family Camp. The approved Master Plan by the City will be used to define the project description under NEPA by the Federal Government.

If the Master Plan and associated CEQA documents are approved by the Mayor and City Council, the Master Plan for Family Camp will be deemed as completed and will be submitted to the U.S. Forest Service. The next steps following the recommended actions in this memorandum are as follows:

- 1) City to submit the approved Family Camp Master Plan to the U.S. Forest Service;
- 2) The U.S. Forest Service analyzes the approved Master Plan under NEPA;
- 3) The U.S. Forest Service approves the NEPA clearance for the Master Plan and prepares a new document called the "Master Development Plan" which indicates what projects listed in the Master Plan are allowed to be undertaken by the City. The "Master Development Plan" must be presented to the City Council for its review, discussion and approval.

The U.S. Forest Services requires a completed Master Plan to be submitted to them before they officially perform their NEPA review, which is why the actions in this memorandum are being presented prior to completion of the NEPA process. City staff has been working closely with the U.S. Forest Service staff on the development of the Master Plan. It is anticipated that the bulk of

October 15, 2012

Subject: San Jose Family Camp Master Plan Approval

Page 4

the projects proposed in the Master Plan will be allowable under NEPA. However, certain items proposed in the Master Plan may not receive NEPA clearance and/or approval from the U.S. Forest Service. These items could include (1) expanding the dining hall footprint; (2) relocating the playground away from the river; and (3) relocating the amphitheater to daylight the seasonal creek beneath it. Staff feels it is important to continue to evaluate these projects and appropriate alternatives have been identified in the Master Plan.

The greatest impact alternative for the purposes of environmental review is Alternative 3, which gives the City the greatest latitude regarding environmental clearance based on future project decisions by the U.S. Forest Service. Alternative 3 consists of enlarging the seating capacity of the dining hall and creating new spaces for lectures, arts and crafts, and break-out rooms for retreats on a second floor over the new dining hall and kitchen facilities on an enlarged footprint compared to the existing building. Alternative 3 also evaluates the relocation of the playground area and the amphitheater. By performing the environmental review for the larger project, the City, with approval by the U.S. Forest Service, may select to implement a reduced project in the future (i.e., Alternative 2, the small dining hall/nature center building can be built under Alternative 3's environmental clearance for a larger building). Alternative 2 is staff's preference within the Master Plan. Alternative 2 would build a new dining hall/nature center building on the same footprint as the existing building and would not relocate the playground and the amphitheater. It would also construct the two solar carports and possible winter use of Family Camp. However, the U.S. Forest Service has requested the City to include the relocation of the children's play area and the amphitheater for review under NEPA, which is why Alternatives 3, 3A, and 3B are included.

EVALUATION AND FOLLOW-UP

As directed on November 15, 2011, staff will include status information regarding the U.S. Forest Service approval of the Master Plan as part of its reports on Family Camp to the Parks and Recreation Commission and to the Neighborhood Services and Education Committee.

PUBLIC OUTREACH/INTEREST

- ✓ **Criterion 1:** Requires Council action on the use of public funds equal to \$1 million or greater **(Required: Website Posting)**
- Criterion 2:** Adoption of a new or revised policy that may have implications for public health, safety, quality of life, or financial/economic vitality of the City. **(Required: E-mail and Website Posting)**
- Criterion 3:** Consideration of proposed changes to service delivery, programs, staffing that may have impacts to community services and have been identified by staff, Council, or a community group that requires special outreach. **(Required: E-mail, Website Posting, Community Meetings, Notice in appropriate newspapers)**

October 15, 2012

Subject: San Jose Family Camp Master Plan Approval

Page 5

Staff from Parks, Recreation, and Neighborhood Services (PRNS) attends the monthly meetings of the Friends of San Jose Family Camp, a non-profit auxiliary support organization for Family Camp. Notice for this Council meeting was sent to the surrounding landowners to Family Camp and other interested parties suggested by the U.S. Forest Service, who also received the "Public Notice" of the City's intent to adopt a Mitigated Negative Declaration. The City also ran a joint display ad three times regarding the environmental review under CEQA and the proposed Master Plan for Camp in the Union Democrat, a Tuolumne County newspaper. In addition, the City ran an environmental notice in the San Jose Post-Record Newspaper regarding the proposed MND.

COORDINATION

This memorandum has been coordinated with the Department of Public Works, the City Manager's Budget Office, and the City Attorney's Office.

FISCAL/POLICY ALIGNMENT

The Master Plan is consistent with the Council direction to continue the operations of Family Camp at Yosemite as a City program and facility.

COST SUMMARY/IMPLICATIONS

The estimated capital costs associated with Family Camp ranging from \$9.8 to \$16.7 million is currently unfunded. However, it is important to note that acceptance of this Master Plan simply lays out the "alternatives" and associated environmental clearances for future improvements to Family Camp and does not create any new obligations on the City. Assuming the City continues operations of Family Camp in the future and wishes to make improvements identified in the Master Plan, alternative funding sources will need to be identified. The Master Plan will allow the City to solicit grants and other funding opportunities to address the infrastructure issues.

CEQA

The Director of Planning recommends that the City Council adopt a resolution adopting the Mitigated Negative Declaration (MND) prepared for the San José Family Camp Master Development Plan (File No. PP11-057) as having been completed in compliance with the California Environmental Quality Act (CEQA) reflecting the City's independent judgment and analysis.

On August 20, 2012, the Director of Planning, Building, and Code Enforcement circulated an Initial Study/Draft Mitigated Negative Declaration for a 30-day public review through the State Clearinghouse in conformance with the requirements of the CEQA regarding the proposed Master Plan which outlines all future improvements and upgrades necessary for regulatory compliance and operation over the next 20 years to Family Camp. The Master Plan a) documents existing

October 15, 2012

Subject: San Jose Family Camp Master Plan Approval

Page 6

conditions at Family Camp including a comprehensive evaluation of camp facilities (i.e., structural integrity problems, health/life/safety standards of Family Camp buildings), b) addresses environmental management work required by the U.S. Forest Service, c) identifies opportunities to renovate Family Camp facilities, d) improves infrastructure, and e) achieves regulatory compliance. The Master Plan considered five improvement alternatives with options pertaining to the dining hall, amphitheater, children's play area, and daylighting creek under the amphitheater being the primary differences between these alternatives and a sixth alternative to close Family Camp. The Initial Study also evaluated a "no project" alternative as required by CEQA.

The Initial Study and MND for the San José Master Development Plan for Family Camp was prepared and processed in compliance with the requirements of CEQA. The Director of Planning, pursuant to the requirements of Title 21 of the San Jose Municipal Code, reported that there is no substantial evidence in the public record received to date that the project will have a significant effect on the environment with the identified mitigation measures included in the project.

The City has identified potential significant impacts as a result of the proposed Master Plan projects to Biological Resources, Cultural Resources, Geology and Soils, and Hazards and Hazardous Materials. All of the significant impacts identified can be reduced to a less than significant level with mitigation. The mitigation measures are identified in the Initial Study and the MND and the Mitigation Monitoring Plan and Report Program (MMRP) for the project. As part of the Council's consideration of the MND, the MMRP is also included in the electronic file noted below for PP11-057. If Council adopts the MND, the Council will also be adopting the MMRP to ensure the mitigation measures relating to the project are implemented and reported.

/s/
JOSEPH HORWEDEL
Director of Planning, Building and
Code Enforcement

/s/
JULIE EDMONDS-MARES
Acting Director of Parks, Recreation and
Neighborhood Services

For questions please contact Steve Hammack, PRNS Deputy Director, at 408-793-5579.

Please see <http://www.sanjoseca.gov/planning/eir/MND.asp#PP11-057> for the CEQA documents.
Please see www.sanjoseca.gov/prns/familycamp for the master plan noted in this memorandum.